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ABSTRACT

The report presents the historical development of legislation designed to redirect the goals of the California employment service. The report focuses on Job Agents, a unique clas of civil servants created by legislation in 1968. The general characteristics, attitudes, expectations and morale of Job Agents a described. Job Agents are compared to other Employment Service professions both by group characteristics and individuals served. T report describes the differing work settings in which Job Agents operated. Employment offices management styles, size and staffing o offices are analyzed in terms of impact on Job Agents' ability to provide individualized manpower services to socio-economically disadvantaged clientele. Finally, the report describes the resource available to Job Agents and presents a statistical analysis of characteristics of clients and of services provided to clients. The report concludes that the legislative effort, to redirect the State employment service from the traditional labor exchange to a flexibl client oriented system providing individualized services to California's economically disadvantaged, was generally unsuccessful Appendixes comprise more than two-thirds of the document and inclu related legislation; job agent activities, statistical profile, an case studies; other case studies; tabulated client findings; job agent role descriptions and related materials; and a response to the draft report. (Author/NH)

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An Attempt To Change A Department Of State Government Through Legislation:

THE CALIFORNIA JOB AGENT PROGRAM

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AN ATTEMPT TO CHANGE A DEPARTMENT OF STATE GOVERNMENT THROUGH LEGISLATION: THE CALIFORNIA JOB AGENT PROGRAM

Final Report to the Manpower Administration, U.S. Department
of Labor for Period June 1970 to December 1972

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INTRODUCTION

A. Purpose of the Study

In 1968 the California Legislature and Executive joined forces to drastically reform the state's manpower system. The vehicle for reform was the Human Resources Development Act of 1968. The target of reform was the State Department of Employment. The measure, AB 1463, contained several innovative features including the re-direction of Department goals to serve the disadvantaged and the creation of the Job Agent position, who was to be the keystone to a unified manpower services delivery system.

The Office of Research and Development in the Manpower Administration of the U. S. Department of Labor (DOL) was interested in the Human Resources Development Act in general and in particular the concept of the Job Agent. The Assembly Office of Research (AOR) proposed to evaluate the Job Agent program. However, the Department of Labor pointed out that the program had not been in operation long enough to allow for a meaningful evaluation. The most appropriate goal would be to describe, analyze and assess the initial functioning of the Job Agents.

After discussions with DOL the Assembly Office of Research contracted to perform a study of the Job Agent program and engaged the Human Interaction Research Institute as subcontractor to augment AOR's internal capability.

The study was capable of producing two levels of information. At one level the activities of Job Agents and the progress of their clients could be reported. At the second level it would be possible to review the progress of the Department in implementing the new legislation. The second level of information was possible because the Job Agent provided a unique window on the entire manpower system in that the clients of the Job Agents were the economically disadvantaged. The Human Resources Development Act had as its central purpose the concentration of all available manpower services on this client population. Therefore, virtually every change in the nature of availability of resources and every change in departmental policy or structure impacted directly upon the Job Agents or on their clients.

B. Research Methodology

A special problem of doing research on service delivery in the manpower field is a lack of generally accepted goals, criteria of performance, professional guidelines, and standards. Had they existed, they might have provided structure and direction to our research by identifying issues that would have been defined as relevant.

Thus, the first task of the study was to try to identify issues that were significant in the implementation of the Job Agent concept and that would be of interest to the State Legislature and the Department of Labor.

In our effort to find out which issues were significant, we used a "clinical" method. Our method was oriented to discovery rather than to test any particular proposition: it was *inductive* because it used inferences based on observation in the field to identify important issues; it was *iterative* because through repeated exposures to the realities of the field we attempted to clarify our perceptions.

Although our method was more "subjective" than more customary procedure that limit themselves to relatively reliable quantifiable questionnaires and other kinds of data-collecting devices which are relatively reliable, it seemed highly suited to a situation in which we could now know *a priori* which questionnaire items would be relevant.

The observations of field observers during a preliminary round of visits to Centers and discussions with Job Agents and other personnel were summarized in narrative reports. A list of apparently significant issues was abstracted from the reports. The issues were ordered into a format which provided a structure for data collection. The format was further developed into a series of data-collecting devices which were addressed to gathering information about the issues.

Because information exchange was vital for this method to be effective, there was frequent team meetings of the field observers and other study staff.

The result of our efforts was a combination of data-collecting devices which included formats for anecdotal accounts and other forms to collect data suitable for electronic data processing (EDP). In general, the EDP devices would form the basis for *normative* (typical) pictures of Job Agents, clients, resource use, etc., while anecdotal material would form the basis for typologies of Job Agents and Centers and case studies to illustrate the similarities and differences between them.

A field manual was developed which grouped the data-collecting devices in four sections (the Centers; the Job Agents; the Clients;

Other Personnel) and provided the study's field observers with a general plan for gathering data in their Centers.

Nine field observers collected data from eight Centers between March and October, 1971. Thirty to forty-five days were spent in each of the Centers. Field observers interacted rather freely with personnel in the Centers in the role of participant-observers (in contradistinction to the role of auditors). In a number of Centers they came to be looked upon as co-workers by regular employees. They collected data in the course of discussions with Center staff and clients, observation of staff on the job, visits with Job Agents to the field and reviewing client records with staff members. Most of the field work was done by university graduate students from the same minority groups as the staffs of each Center. In this manner, data was gathered on:

8 Centers

32 Job Agents of whom 16 were studied intensively in the field

available resources

333 Job Agent clients

a number of other Center personnel

When all of the data had been collected, the study team "debriefed" the field interviewers. Each interviewer was given the anecdotes and notes he had submitted in the course of his visits. The study team (including field interviewers) discussed each Center, Job Agent and other staff member in relation to the issues which the study initially had identified as important and which were listed in the field manual to guide the process of data collection. Debriefing addressed as many of those issues as possible. In this manner, a series of case studies of Centers, Job Agents, clients, and other Center personnel was gradually developed. Whenever possible, case study drafts were sent to Center personnel to be checked for accuracy and to solicit further clarifying information.

An additional important characteristic of the study's method was an agreement between the study team, the Job Agents, and other interested HRD personnel that they would be shown drafts of the study's findings and be given the opportunity to respond to those findings before final publication. The agreement had the virtue of allaying the initial anxiety about the hostility toward the study, providing an opportunity for the study's observations to be checked for accuracy, and giving further voice to the Job Agent and others in HRD so as to develop, further, an understanding of their point of view. We promised that we would correct inaccuracies when we were convinced that they existed and provide the participants with a forum (in an appendix) if our differences could not be resolved. In this manner, the study was carried in an atmosphere of greater calm and cooperation than might otherwise have been the case.

C. Structure of the Report

The report is divided into six chapters. The first, History and Implemenation of AB 1463, was written to provide the reader with an overall perspective of the events that took place during the writing and passage of the bill, the intent of the Legislature, and the basic problems confronted in attempting to implement that intent. The second chapter, The Job Agents, describes the Job Agents, their attitudes, their styles of operation, their activities, and the results of their activities. The third chapter, The Centers, describes the eight study centers to provide a clearer understanding of the environment in which Job Agents operated. Chapter Four, Job Agent Resources, describes the resource base of the Job Agents. Chapter Five, The Job Agent Clients, describes the clients as reflected in a sample drawn from Job Agent caseloads. The chapter describes client characteristics, the services they received and the outcomes of their training and placement in jobs. Chapter Six, Summary and Conclusions, presents an analysis of the problems confronted by the State employment service in its attempt to meet the requirements of AB 1463. The chapter also reviews the consequences of the Department's efforts to solve the problems.

The appendixes of the report contain a wealth of historical and descriptive information. A copy of the final version of AB 1463 is in Appendix A. Appendix B consists of a detailed history of the passage of the bill and provides the only record of legislative intent since no committee reports were ever produced.

Appendixes C through H present detailed descriptions of Job Agents and other HRD personnel, the Centers we studied in-depth as they were at the time of our data collection, and finally several case studies which were based upon personal interviews with Job Agent clients. Appendix I presents, in tabular form, findings on the three hundred and thirty-three Job Agent clients selected for in-depth study. Appendix J contains a set of documents which illustrate the changes which occurred in HRD's policy of individualized services to the disadvantaged.

The last Appendix contains the response to the draft of this report by the Department of HRD. As we explained in the previous section, we are providing a forum for participants to express their disagreement with our findings.

SUMMARY OF FINDINGS

A. Findings with respect to Implementation:

Despite the bipartisan support for the Human Resources Development Act in the Legislature, the full cooperation of the Governor in approving the legislation and the appointment of a new Departmental Director who believed he had a mandate to change the Department, the effort was handicapped from the beginning.

The major handicaps or impediments to implementing the legislation were:

1) Downturn in the national and state economy. The unemployment rate rose from a low of 4.4 in 1969 to 6.1 in 1970 and 7.0 in 1971. Largely as a result of the economic downturn, the status accorded the disadvantaged in the Human Resources Development Act began to erode soon after the new Department began operation;

2) Loss of Title V Funds. In 1969 the Legislature appropriated one million dollars in state funds to match an anticipated three million from Title V of the Manpower Development and Training Act. Unfortunately, the U. S. Congress decided that the national manpower program needed a comprehensive overhauling and chose not to appropriate funds for Title V. The one million dollars of state funds were subsequently absorbed to help meet the first of two huge deficits in the state's Medi-Cal program.

Without the Title V funds the Department was left with its existing resource base which was inadequate and bound by rigid categorical restrictions. The loss of the funds was a serious blow to the Job Agent Program because they were central to the concept which allowed Job Agents to contract for training and support based on individual client needs.

In addition, the state agency lost a potentially valuable bargaining tool in the tug and pull between the state and federal governments in the Employment Service. Title V with its 25 percent state share would have given the state some greater right to assert a vested interest in the decision making.

Finally, having case service funds available from the beginning would have forced the department to come to terms with the Job Agent program, something which only began to happen after two years of the program's operation. If the Job Agents had had substantial funds to use, HRD would have had to solve the problems of goals, accountability, training, and supervision, which plagued the program from the beginning.

3) Internal difficulties. The dynamics of passage of the

B. Findings with respect to the Job Agent Program:

The Legislature's conception of the role of the Job Agent was that of an individual who would be responsible for a case load of economically disadvantaged persons. His responsibility would extend from the entry of a disadvantaged person into the state's manpower system to placement into a job which allowed the person to be economically independent of governmental assistance. In conjunction with his responsibility, the Job Agent was conceived of as having authority to unify multiple manpower programs into a comprehensive plan of services which would solve the employment problems of individuals.

As a further innovation, the Legislature sought to make the Job Agent accountable for the success of his clients. Job Agents were to be compensated through a system of incentive payments which would be based on the degree to which the client successfully completed training and became employed. The legislation also required that Job Agents continue to follow clients until they had been employed for 18 months.

The Department began hiring the first of 140 Job Agents in October 1969. The following chart compares Job Agents to traditional line personnel who served the public directly in HRD offices.

BEHAVIOR ON THE JOB

JOB AGENTS	TRADITIONAL PERSONNEL
Varied, responsive to client, individualized	Uniform, standardized
Innovative initiative	Directed by operating manuals
Problem oriented	Procedure oriented
Exercises discretion re time, place, service rendered	Minimal discretion; behavior governed by rules
Service provided involves resolution of client problems	Providing service without regard to client problem
Mobile, many activities out of Center and not during office hours	Relatively desk-and-time bound to office hours
Community involvement; at times, encouraging political action	Community non-involvement; avoidance of political action
Develops resources, job and training slots	Uses available resources, some job development; no involvement with training
Concern with developing client skills to level of client potential	Client development not within purview
Primarily serves disadvantaged clients	Serves disadvantaged and non-disadvantaged clients

Relationship to Clients

(Sometimes) serves "informal" caseload; personal relationship with clients	Serves only those officially referred; impersonal relationships with clients
Responsible for long term results; little accountability for procedure	Responsible for procedure; no accountability for long term results
Places clients in training	Not involved with training
Follows up (often) in the field	Little follow-up expected

PERSONAL CHARACTERISTICS AND BACKGROUND

JOB AGENTS	TRADITIONAL PERSONNEL
(Predominately) minority group membership	(Predominately) Anglo
Wide variation ages (28-60) and education (high school - college completion)	Age related to hierarchical status
Almost half from mainstream government (including ES); half, new careers background	Career ES background

Hiring Criteria and Status

Experience and oral examination	Seniority and written (as well as oral) examinations
Status and pay of traditional staff supervisor	Status of line personnel lower than that of Job Agent

Style and Attitude

(Vocally) identified with disadvantaged clients	Identified with interest of employers
Wide variations in style: aggressive (sometimes abrasive), manipulative	Comparably more uniform, predictable, conciliatory, accomodating, "bureaucratic"
Challenging toward established authority; prefers independence to solve problems	Accepting established authority; accepts supervision and rules
Social activism	Social uninvolvement
"Client" identify	Establishment identity
Tends to believe system is responsible for clients' predicament	Tends to believe client is to blame for his predicament

ACCOUNTABILITY

JOB AGENTS	TRADITIONAL PERSONNEL
Performance judge on basis of permanence of placement	Given credit for any placement lasting 3 days (although making any particular number of placements not required)
Performance standards re numbers (caseloads and placements)	Performance standards re transactions
Concerned with making durable placement leading to economic self-sufficiency (primary labor market)	Makes any placement, regardless of labor market

The results of Job Agent efforts depended on: a) the general demand for labor, b) access to employers who had jobs which could lead to economic self-sufficiency, c) access to resources or to authority which could eliminate some of the barriers between Job Agent clients and jobs.

From March to October 1971, during the period we studied the Job Agents, the labor market was extremely depressed. The unemployment rate was 7% or higher; even during this time period our random sample of 333 Job Agent clients in eight centers indicates that 56% of those clients who were not in training at the time were employed in a permanent job.

The access by Job Agents to employers who had jobs suitable for Job Agent clients varied among Job Agents. Some Job Agents could establish rapport with employers far easier than others. It should be noted, however, that the Department never successfully designed a training program which would develop or sharpen Job Agent skills necessary for employer relations. Therefore the Job Agent's skill depended on his prior experience.

The resource base of the Job Agent was poor. Without the case service funds which were originally considered vital to their function, Job Agents had to rely primarily on the Manpower Development and Training Act (MDTA) programs in his local area.

The Department never developed a consistent policy as to priorities for access to manpower resources. Even when the priorities for use of resources were clearly in favor of the Job Agent clients, the funding and availability of training positions was erratic. Local offices were seldom certain as to how many, or when, positions would be available during the year. The result of this uncertainty was extreme difficulty in developing long-range plans for individual clients unless the client was on welfare or in some other situation of economic stability.

If a client was placed in a training program, the actual training received could be of such low quality that the client's major benefit from the experience was the $55.00 per week stipend. We found that Job Agents and center managers were relatively helpless in upgrading the quality of training provided. There were no clear performance criteria to measure actual quality nor were there effective sanctions which could be employed to force improvement. They could refuse to use the training institution. However, in many areas there was a shortage of institutions which would accept the disadvantaged or could provide any relevant training, thus the decision was poor training or no training.

C. Findings with respect to Job Agent clients:

1. Characteristics of Job Agent Clients

a. Clients Served

Job Agents serve substantially more minority group members, more welfare recipients, fewer high school graduates and more young clients than the Department registrants as a whole.

b. Variations by Center

Job Agent client characteristics vary sharply from Center to Center reflecting fundamental differences in ethnic and socio-economic communities served, as well as differences in individual Center administrative practices and conceptions of the role of Job Agents. The Center-to-Center variations are in terms of age, sex, ethnic group, educational level, marital status, welfare status, veteran status, criminal record, length of residence in the Center area, income and work experience, and problems of alcoholism and drug abuse.

c. Income

For those clients who were employed in the year prior to becoming a Job Agent client, and reported income, their mean income was $1,921. Those clients who had a job lasting two to three years out of the 36 months prior to becoming a client received an average of $2,541 for the previous year.

d. Sources of Support

About 15 percent of the Job Agent clients "got by" while unemployed on funds which were from illicit activities such as gambling, stealing, living with someone on welfare or hustling. Another 13.5 percent were incarcerated. Welfare was the source of income for 35.5 percent more and 30.4 percent of the clients lived with relatives or friends while unemployed.

e. Work Background

Job Agents appear primarily to serve two groups: (a) the married working poor with relatively minor criminal records, low education, few drug or alcohol problems and stable work records; and (b) single or divorced young people who had somewhat better educations, had grown up in the Center neighborhoods, had a high frequency of criminal records and relatively higher incidence of drug and alcohol problems.

f. Client Problems and Assets

The positive client asset of motivation as seen by the Job Agent appears as the most consistent predictor of which clients got training and which got jobs.

2. Client Needs

Seventy-six percent of the clients needed special assistance to solve problems felt by Job Agents to effect their employability. Thirty-nine percent of the special needs involved transportation problems, 43 percent involved the need for "cash 'til first paycheck," or for food, housing or work clothes, and 18.5 percent the costs of working such as tools, union dues and child care. Fifty-five percent of the special needs were met and 45 percent were not met.

3. Client Training

a. Prior Training

Nearly 30 percent of the clients had been in a manpower training program prior to becoming a Job Agent client. Sixty-five percent of those who had had prior training were placed in training after becoming a Job Agent client. The largest source of prior training was the California Department of Corrections, providing nearly 20 percent of the prior training. Of those who had prior training, 60 percent were unemployed following training and 30.6 percent had dropped out of training.

(This information should be used with caution since Job Agents by definition serve only unemployed people and people who have successfully completed training and gone to work in permanent jobs would never show up in Job Agent caseloads.)

b. Training While A Job Agent Client

Fifty-eight percent of the Job Agent clients received training. Relative to their proportions of the sample:

- Young clients (under 30) got significantly more training than older clients (over 30);
- Women got significantly more training than men;
- Clients who had never been on welfare got significantly less training than those who

were then receiving or had previously received welfare;

- Clients perceived by Job Agents as motivated got significantly more training than other clients.

Placement in training was completely unrelated to the client's level of education or whether he was perceived by the Job Agent as having inadequate education or work skills, the commonly assumed basis for remedial and vocational skill training.

c. Agencies Providing Training

The major sources of training were private vocational schools, providing 24.1 percent of the training, MDTA Skill Centers, providing 23.7 percent and private employers (on-the-job), providing 18.9 percent.

d. Agencies Paying for Training

MDTA paid for 50.9 percent of the training and the National Alliance of Businessmen's JOBS Program paid for 10.1 percent, the next largest amount.

e. Appropriateness of Training

Although initial field interviews indicated that many Job Agents felt that available training was inappropriate for their clients, Job Agents responded on a case-by-case basis that 84.4 percent of the training provided was in a suitable subject or occupation. While generally satisfied with the training provided, Job Agents felt that 64 percent of the clients who did not get training should have had training.

f. Completion of Training

At the time of final study data collection, 59.2% of the clients left training did so without completing their course of instruction.

Job Agents' perception of a client as "motivated," which appears as a significant factor in decisions to put a client in training, has no apparent impact on the completion of training. Conversely, although neither a client's educational grade level nor the Job Agent's perception of a client as having an educational problem had any bearing on training placements, signficantly higher proportions of clients with "educational problems" and less than a 12th grade education dropped out of training.

In general, clients who dropped out of training seem to be consistently more disadvantaged than those who finished training.

g. Employment After Training

of the 103 clients who had left their training courses, whether dropped or completed, 41 left employed (39.8 percent) and 62 left unemployed (60.2 percent). 70.7 percent of the clients who finished training went directly into a job and 61 percent got jobs in their field of training.

h. Effect of Training on Employment

Clients who received training and were employed in permanent jobs received a slightly lower average wage than other clients placed in permanent jobs, but in other respects had jobs of higher quality.

4. Employment of Job Agent Clients

a. Job Placement

Fifty-six percent of the Job Agent clients in the study sample who were not in training at the time of final data collection were placed in jobs. Of the total sample group, 40.8 percent were employed, 26.4 percent were in training and 32.7 percent were unemployed. The individual Center job placement rates ranged from 25 percent of those clients who were not in training to 77.8 percent.

b. Quality of Jobs

Seventy-two percent of the clients who were employed held jobs which the Job Agents felt were permanent. The clients who were placed in jobs which the Job Agents felt were permanent experienced a 26 percent increase in their hourly wage above their highest prior hourly wage rate. The client's permanent jobs were also better jobs as measured by the increased numbers of jobs which were unionized, civil service, professional, had higher skill levels and were white collar over blue collar.

CHAPTER I

HISTORY AND IMPLEMENTATION OF AB 1463

A. Passage of AB 1463

On April 25, 1968, the Democratic and Republican leaders in the California Assembly joined Lieutenant Governor Robert Finch, Chairman of the state's Job Training and Placement Council, and Assemblyman Leon D. Ralph, Chairman of a newly created Assembly Subcommittee on Urban Problems, at a joint press conference in the State Capitol to announce the unveiling of a "broad-scale revision and revitalization of California's job development and placement program."* On the same day, Governor Ronald Reagan issued a press release announcing his support of the program.

AB 1463 was a major part of the revision effort. The bill was based upon findings of a study group from the Assembly Office of Research. The study group had identified 20 manpower programs in California spending $200 million which were or should have been dealing with the urban unemployment problem. The study group identified the following program weaknesses which prevented California from having an effective manpower system.**

1. There was not enough money to reach the estimated 244,550 persons in California who were sub-employed. There were no overall priorities for the expenditure of available manpower program money. The Office of Research had found that some of the money had been used for such remote purposes as ceramics classes for housewives.

2. Most of the programs had rigid catergorical limits which did not fit the multiple needs of the clients.

3. There was no one person responsible for finding or providing a job for the trainee.

4. There was no fixed point of responsibility at the state level. Many agencies had partial programs and partial sources of information. The fact that the separate programs often had different funding processes was a source of confusion for the disadvantaged.

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* News release from the Office of Assembly Speaker Jesse M. Unruh and Assembly Minority Leader Robert Monagan, April 25, 1968.

**No background report was published on AB 1463, although considerable draft material was written. This statement of problems is drawn from the draft report material, the summary statement distributed with the bill, the speeches of Speaker Unruh and an unpublished transcript of remarks on the bill by an ex-consultant to the Assembly Office of Research, Robert Singleton, to the Northern Region Job Agents and HRD Center managers in February 1971.

5. No procedure existed for evaluating performance "weighted by the disabilities of the clients" and most of the programs did little followup to determine whether their trainees were successful.

6. There was a lack of jobs, especially in the unskilled and semi-skilled categories. Existing job opportunities often had barriers to entry including racial discrimination and credential requirements.

7. The general impression was that none of the manpower programs with the exception of the Department of Rehabilitation (DR) with its individual casework approach.

The bill as announced at the joint press conference contained the following major provisions:

1. A Department of Human Resources Development (HRD) would be created as the single state agency responsibility for directing and coordinating all manpower services in California. The proposed department would be built upon a foundation of the State Service Center Program. Service Centers were established in 1966 with an objective of housing, in one location, several programs and services which could be employed to combat poverty. In addition to Service Center staff the new department would include the Department of Employment's functions under MDTA, the State Office of Economic Opportunity, the California Commission on Aging, the State Advisory Commission on Indian Affairs and the Division of Apprenticeship Standards from the Department of Industrial Relations.

2. HRD would have a single fund, the Manpower Development fund, which would pool federal and state funds. This fund would be used flexibly to meet the manpower training and placement needs of individual disadvantaged persons in accordance with a program budget which the Secretary of the Human Relations Agency was to prepare and submit each year to the Legislature.

3. Priorities would be established for the use of the pooled funds to insure that those who needed the most assisance would receive it.

4. The key to the new organization would be Job Agents who would be responsible for all aspects of a client's services from intake to finding a job. Job Agents were to be selected for their ability to understand and work with disadvantaged persons and would be the client's advocate in obtaining all services he needed. Job Agents would provide continuing psychological support for the clients and would make sure that accumulated problems did not overwhelm clients while they were in training.

5. HRD was to emphasize research and evaluation and try new approaches in working with the disadvantaged.

6. The bill carried a provision which would give preference in the awarding of state contracts to firms that use employees trained under the new department's programs.

7. HRD was to have a Job Training and Placement Services Advisory Board with members from business, labor organizations, higher education and residents of the economically disadvantaged areas.

The major opposition to the bill came from the U.S. Department of Labor (DOL) and California's Department of Industrial Relations' Division of Apprenticeship Standards (DAS), along with the Division's labor union supporters. Although many of the participants in drafting the legislation attest to the intense opposition of career leaders in the Department of Employment, the Department's official position throughout the bill process was neutral because of the unprecedented agreement by Governor Reagan to join Assembly Speaker Unruh, Minority Leader Monagan and Lieutenant Governor Finch as a supporter of AB 1463. With the Administration channel of opposition cut off, the only course of opposition available was through allies in DOL's Bureau of Employment Security.

The Department of Labor's opposition, coupled with a threat to cut off about $600 million in federal funds if the bill passed, forced the shifting of the whole program back to the Department of Employment, but the department was renamed the Department of Human Resources Development and a separate manpower division within the newly named department was created. The Department of Labor continued to oppose the bill however, for the following reasons:

1. The intention to pool money and use it according to individual client needs would conflict with the requirement that Manpower Development and Training Act funds be spent in accordance with a plan agreed upon by the federal and state governments;

2. The requirement that the Job Training and Development Division serve only "eligible persons," with the Public Employment Offices and Benefit Payment Division serving everyone else, would conflict with the Wagner-Peyser Act requirement that each office serve everyone;

3. The apparent intention that the new division would be autonomous within the Department meant that there would still not be an effective "single state agency with all of the powers necessary to cooperate with the United States Employment Service...." as required by the Wagner-Peyser Act; and

4. A separate organization or even separate employment service and HRD offices would defeat the object of Unemployment Insurance that "claimants receive appropriate help in reemployment irrespective

of economic need."*

After further negotiations, DOL proposed "that the Wagner-Peyser funds allocated to the State of California, including those for Youth Opportunity Centers, be used to fund employment and placement services including the disadvantaged as defined in AB 1463 and the funds available under the MDTA be pooled to provide the intensive employability development services contemplated for the disadvantaged including the hiring of Job Agents".**

The bill's sponsors accepted the Labor Department's proposal and amended the bill.***In addition, due to intense labor union opposition, the Division of Apprenticeship Standards was left in the Department of Industrial Relations. With these changes, AB 1463 was passed and signed into law.

In its final form AB 1463 had two primary messages: (1) the Department of Human Resources Development, reconstituted from the Department of Employment, was to place first priority on serving the disadvantaged; and (2) the elected officials of the state were to gain control of the Employment Service in California.****

B. The Problem of Reconstituting the Department of Employment

There is general agreement on several of the Department of Employment's characteristics in 1968 which had important implications for implementing AB 1463.

The Department of Employment's fundamental responsiblity was to serve as a labor exchange, matching qualified job applicants with employers without affecting either the labor supply or the employer's hiring conditions. The Department's labor exchange role emphasized services to employers, referral of the best qualified applicants to jobs, and priority service to job-ready applicants.

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* "California Assembly Bill 1463: Testimony of Robert C. Goodwin, Administrator, Bureau of Employment Security, United States Department of Labor, before the California Senate Committee on Governmental Efficiency," July 3, 1968.

** Testimony of Charles Odell, Manpower Administration, U.S. Department of Labor, before the Subcommittee of the Senate Committee on Governmental Efficiency, July 15, 1968, pp. 3-4

*** Section 11007 of the Unemployment Insurance Code.

****To carry out this intention, the bill provided for the appointment of two extra deputy directors exempt from civil service. Also, the bill from its inception contained a provision indicating that the Legislature intended to maintain policy control over the program (U.I. Code, Section 9001).

Although the Department of Employment began to give more attention to minority applicants in the mid-1960's through its Minority Employment Representative program and to improve the employment potential of disadvantage people through MDTA programs, the extent to which it had moved toward serving the disadvantaged and away from its labor exchange rule is disputed.*

In general, AB 1463 required the Department to modify its labor exchange role and to make its primary tasks improving the employment potential of economically disadvantaged people and reducing barriers to employment in public and private job markets.

The Department of Employment was a centralized and sometimes authoritarian organization with detailed operating decisions often made at the top and mandated to local offices. Federal government staff participated in or actually made decisions on a wide range of administrative matters. The continual pressure, partly growing out of force-of-habit, to "check with the feds" became a chronic source of frustration for the new HRD leadership in the course of implementing AB 1463.

Performance evaluation in the Department of Employment focused on the numbers of processes or transactions performed and assurance that each process was carried out in a routine and customary way. AB 1463 required a shift away from routine and standardized processes to a flexible service program which would meet the unique needs of each client.

Reorienting the Employment Service to serve the disadvantaged implied that HRD would have to hire large numbers of ethnic minority staff and integrate them into the department at high operations and management levels. This implication pitted the Department against the State Personnel Board, with its constitutional responsibility to protect the civil service system, and the California State Employees Association which protects seniority rights.

The most important characteristic of the Department of Employment for implementing AB 1463 was that most of its money came out of employer taxes for Unemployment Insurance and was distributed by the U.S. Department of Labor.

AB 1463 put HRD into conflict with DOL since DOL was likely to want to eventually assert its view of the appropriate use of "its" money. The major source of conflict was that AB 1463 sought to place a permanent first priority on services to the disadvantaged; thus tending to block the federal government's response through the employment system to subsequent political or economic problems which did not involve the disadvantaged.

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*See Olympus Research Corporation, The Total Impact of Manpower Programs: A Four-City Case Study, an evaluation report prepared for the Office of Evaluation, Manpower Administration, U.S. Department of Labor, Washington, D.C, August 1, 1971, for a history of the Employment Service in the San Francisco Bay Area, Chapters 14-21.

C. The HRD Objectives

As part of the preparation for the New Department of Human Resources Development the Legislature appropriated $1 million as state matching funds to combine with $3 million in new federal funds expected under MDTA Title V. Much of the expected $4 million in new funds was intended to be used by Job Agents as case service money to purchase whatever kinds of services their clients might need.*

During the summer of 1969 a Job Agent qualifying test was given, and preparations were made to establish 20 HRD Centers in "economically disadvantaged areas"** and to maintain the seven existing State Service Centers.

The program launched in October-November 1969 had the following main objectives:

1. Giving Priority Service to the Disadvantaged

In line with the Department of Labor's suggested amendments to AB 1463, the new director of HRD, Gilbert Sheffield, made the disadvantaged the priority focus for the entire Employment Service (ES) in California and sought to place at least 75% of all of the ES staff in HRD Centers in economically disadvantaged areas. Self-service Job Information Centers (JIC's) were set up displaying all available job orders to the public. The JIC's replaced registration of all job seekers and staff search of job application files to identify qualified candidates to be referred for job interviews. The shift from registering all job seekers and searching the files for qualified applicants was intended to permit reallocation of staff within the Centers to assist the disadvantaged.

A general policy was established to give the disadvantaged priority for access to jobs in the JIC's and for other manpower services. The degree to which the disadvantaged were actually granted priority varied from Center to Center because implementation of the policy was left to Center mangers.

2. Setting New Goals

Where a major goal of the Department of Employment and the national Employment Service based upon their evaluation system was to place qualified applicants in any jobs lasting three days or more, AB 1463 goals were to provide the client with economic self-sufficiency.

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* The Congress never appropriated funds for MDTA Title V. See Page 25 for a discussion of the loss of the Title V Funds.

** See Unemployment Insurance Code, Section 9111, Appendix A, p.113 of this report.

Soon after HRD was inaugurated, work began on an Employability Rating System (ERS) for measuring the barriers to employment faced by HRD clients to give credit to Job Agents and other staff for serving seriously disadvantaged clients. Although HRD hoped to have the new system finished in 1970, Job Agents and other other staff serving the disadvantaged operated for over two years without such an evaluation system.

3. Recruiting Job Agents

The Job Agents class was the first in the state Employment Service to have been established by law. The Legislature specified that the only standard to be used was the ability of the Job Agent to work with disadvantaged clients.

The Department committed itself to hiring the Job Agents as regular and permanent personnel with a high rate of pay comparable to that of second-level supervisors.*

HRD sought to establish an open and competitive selection list for Job Agents, permitting the maximum number of candidates from outside the Department of Employment and outside state service to be selected. The open examination proposal was strongly opposed by the California State Employees Association which wanted to protect promotional opportunities for existing state employees. A compromise was reached providing that half of the 140 Job Agents would be selected from a "promotional list," ensuring that at lease half of the Job Agents would be state employees at the time they became Job Agents. Actually 70% of the Job Agents hired were state employees at the time they were hired because persons on the "promotional list" were included in the list of candidates passing the "open" examination. Those state employees who were chosen tended to be personnel who had entered the Department of Employment from non-traditional sources or came from other state departments.

4. Decentralizing Management

As he was reorienting the California Employment Service to serve the disadvantaged, Sheffield also sought to dececentralize department management:

First, the Division of Job Training, Development and Placement, which was established by the legislation, was divided into nearly autonomous Northern and Southern Regions. The regions were headed by Deputy Directors who were exempt from Civil Service. A third Deputy Director was in charge of the division's Central office staff services.**

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* The ESO III range was $821 to $998 per month vs. $842 to $1,023 for Job Agents. In general, employees had to be in ES five years to reach the ESO III level.

** The Unemployment Insurance and Disability Insurance programs were organized into a Division of Tax Collections and Insurance Payment with independent Central and local office management. The Farm Labor Division maintained separate Central and local management and operations.

HRD further implemented its new general decentralization policy be reducing emphasis on detailed operating manuals, and giving Center and office managers greater problem-solving and decision-making roles in the development and supervision of the Job Agent, WIN, and other programs.

The next step of decentralization was to appoint Career Executive Appointment (CEA) managers for the 27 HRD Centers. Compared with managers of regular ES offices, the new Center managers had greater discretionary power, received higher pay, had higher status and reported directly to the Regional Deputy Directors.

5. Integrating the Department Staff

A major commitment of the HRD leadership was to increase minority staffing and minority leadership for the Division of Job Training, Development and Placement. The focal points of minority leadership were the three minority Deputy Directors, two Blacks and one Chicano.

The major source of new minority staffing was the Job Agents, many of whom were former Service Center and Department of Employment employees.

A study* of the Northern Region shows that by late 1970, 55% of the total staff of HRD and Service Centers and 65% of their Executive-Managerial staff were from minority groups. At the same time, only 28% of the total staff of the Department's traditional ES Offices and 10% of their Executive-Managerial staff were from minority groups; no Blacks occupied managerial positions. Minority staffing did not extend beyond the Jobs Division to the department's top leadership nor to the TCIP (Unemployment and Disability Insurance) Division, the Farm Labor Service Division, or the Management Services Division.

Minority staffing did produce hostility among some of the staff of the former Department of Employment. That hostility, stemmed from the feeling of the former Department of Employment staff that new people were being brought in and given preferential status, in some cases cutting off promotional opportunities on which Department of Employment staff had long planned.

6. Gaining Policy Control for the Elected State Officials

The primary device used to gain control was an increase in the number of Deputy and Assistant Director positions exempt from Civil Service. Another device was reorganization of the Department which brough forth new Civil Service leaders who were felt to be responsive to AB 1463.

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* Op cit Olympus Research Corporation, Chapter 17, pp. 104-105

D. Impediments to Implementation

Implementation of AB 1463 ran into a series of impediments, including the downturn in the economy, the failure of the Title V MDTA funds to materialize, the lack of agreement on a definition of success, state-federal conflicts, and weaknesses in the decentralized management system.

1. Rising Unemployment

Early in 1970, about the time the Job Agents were getting settled in their work in the Centers, unemployment for defense and aerospace workers reached a serious level and the general unemployment rate began to rise. Largely as a result of this economic downturn and the pressure middle class unemployment placed on the system, the priority status accorded the disadvantaged under AB 1463 began to be questioned by people in state government soon after HRD began operation.

2. The Loss of Case Service Funds

The sponsors of AB 1463 had counted on federal funds under the new Title V of MDTA to give the state initiative real meaning. Unfortunately, by 1969 the U.S. Congress had come to feel that all of the existing manpower programs, including Title V, needed to be replaced by comprehensive manpower reform legislation and the appropriations committees refused to appropriate the $20 million which the Department of Labor had reccommended for Title V programs.

The loss of the Title V funds seriously damaged the morale of the Job Agents and the Department leadership since the program called for Job Agents to contract for training and support services for their clients. If the Job Agents had had substantial funds to use, HRD might have had to solve the problems of goals, accountability, training, and supervision, which have plagued the program from the beginning.

3. Weaknesses In The Decentralized Management System

Under the decentralization program there was little capacity to direct a consistent statewide effort. In the beginning the overall Department strategy of HRD was to emphasize the Job Agent program as the center of the effort to serve the disadvantaged and to develop the program's full innovative potential. This strategy was adopted in the face of pressure to treat the Job Agents as simply one of many groups of co-equal staff, some serving the disadvantaged and other serving the job ready. The Northern Region took the HRD approach but the Southern Region minimized the uniqueness of Job Agents by asserting that they were simply one group among many. The different approaches between North and South prevented any consistent statewide implementation of the Job Agent Program.

The limited capacity of the Regional Deputy Directors to supervise the Centers coupled with the autonomy of the Regions themselves meant that the Center Managers were left to their own devices to manage the Job Agent, WIN and other programs.

A final structural weakness was that few managers were trained to operate decentralized programs. The State Service Center Program was the only significant place in state government where minority group members had had an opportunity to develop management skills. Perhaps because the Career Executive Appointment status of the Center Managers implied that they were already highly skilled leaders, they were left to learn through trial and error.

4. The Deterioration of Federal-State Relations

The Department of Labor cooperated with the state plans for implementing AB 1463. Funds were promised to open new Centers, to hire Job Agents and in other ways to support the state initiative. Federal cooperation to implement AB 1463 continued until HRD Director Sheffield said that California would not implement the new nationwide Employment Security Automated Reporting System (ESARS) because it was inconsistent with AB 1463 and the Department wanted to create its own reporting system. At that point HRD officials report that funds for new Centers and for other purposes began to run out and that HRD was threatened with being held out-of-conformance by DOL and having all federal funds cut off if ESARS was not implemented.

The Department of Labor denies that it threatened to cut off all federal funds if HRD did not implement ESARS. DOL's position was that HRD was trying to steer a course that was too independent of the rest of the system of which it was a part; it was now trying to allocate a disproportionately large part of its resources to serving the disadvantaged and was creating its own policies and procedures in doing so.

Whatever the facts about the threatened fund cutoff, the conflict over ESARS illustrates better than any event in the last four years the limits on state initiative in the Employment Service. ESARS had no placement standard comparable to AB 1463's economic self-sufficiency objective.

In addition, ESARS included restrictive definitions of manpower services which could be provided. No matter how badly a service might be needed, if it was not defined in the ESARS codes, it could not be counted for credit by the staff or by HRD. Much of th work of the Job Agents would not fit into the ESARS definitions and would, therefore, be uncountable.

In the opinion of one HRD employee:

- "The real tragedy of ESARS is not that it imposes a rigid organization pattern on the Centers (since everyone who enters must be recorded) or even that it imposes an increased workload (because of the necessity to assign personnel to handle the clerical burden) but that it stipulates a limited set of concepts as to what constitutes legitimate services and therefore builds in a powerful institutional counterforce to change and innovation."

CHAPTER II

THE JOB AGENTS

A. INTRODUCTION

The Job Agents, a personnel class which was new to the federal-state Employment Security System, were a major departure from traditional personnel practices on several counts. First, to the best of our knowledge, they were the only Employment Service employees legislated into being by a state legislature. Second, the method used for selecting them was unprecedented for a class of their high status. Third, their clients had not previously been singled out for priority services. Fourth, their goals and the activities to meet the goals conflicted with many traditional concepts of the employment service. Fifth, their accountability for long-term results was a new concept.

The Job Agents in our study sample came from predominately minority groups and mixed socio-economic backgrounds. Their histories of employment, education level, economic status all suggest that in general, the Job Agents were upwardly mobile (in comparison with their family backgrounds) and used regular government and special poverty programs as avenues toward improved socio-economic status. About half had employment histories that clearly were mainstream. While the rest earned moderately good salaries at the time they became Job Agents, most appeared to have been disadvantaged individuals from minority groups who got "new careers" jobs because of the poverty programs of the '60's.

B. Job Agent Attitudes

Because the Job Agent position was a substantial departure from traditional personnel practices, there were no role models for the newly hired Job Agents to emulate. Therefore, the attitudes of Job Agents greatly determined how they performed on the job.

1. Personal Involvement With Clients

Most Job Agents express strong feelings of personal interest in their clients. Their relationship with some of their clients transcends the limits of what is ordinarily considered to be an HRD employee - client relationship. Some Job Agents take clients into their homes, loan them furniture, even share their clothing with them.

Job Agents do not agree on how many problems they should try to solve for their clients in contrast to having the client do his own problem solving. Some feel they understand their clients well enough to give them advice. Others reject this view on the grounds that it perpetuates feelings of dependency and inadequacy.

Job Agents who are closely identified with their clients may appear to others in the HRD system to be overly tolerant of client behavior such as use of drugs, street language, or tendencies to be in trouble with the law. They may not necessarily approve of their clients' involvements and characteristics but they are likely to have considerable patience and persist on their client's behalf even though the client does not change. Usually, the one client they will not serve is the one who demonstrates over a period of time that he has no apparent motivation for straightening out.

Clients appear to respond warmly to these Job Agent attitudes. Even though a Center and Job Agent may fail to produce much for a client, the client would tend to blame the Center and the system rather than the Job Agent.

2. Personal Commitment

Most Job Agents believe in their work and their mission. Some have long histories of work in activities and organizations which pursue similar goals. A few left higher paying jobs in order to become Job Agents. The sense of commitment appears to come from a personal identification with the poor, from negative attitudes about the system (being a Job Agent enables them to strike a blow for the exploited) or from a wish to make the system work better for the poor.

The most committed Job Agents demonstrate a high energy level -- expressed by their long hours and their tenacity in working for clients and programs they believe in.

Job Agents appear more willing to risk rocking the boat than other HRD employees, and appear to have relatively less concern about protecting their own jobs and self interests. Some have been very aggressive in reporting employer infractions of government-funded training contracts.

C. Job Agent Expectations and Morale

Job Agents came to their new occupations with the concept that they were special.

Job Agents in both the Northern and Southern Regions quote the Director and Deputy Directors as having told them that they were a new breed of civil servant, would be expected to "walk on water," would have the authority necessary to obtain cooperation from other governmental agencies as well as from fellow HRD employees and would have case service funds to purchase required service for clients.

Shortly after entering their HRD Centers, reality began to dawn on the Job Agents. In addition to conflicts between staff, Job Agents quickly discovered that they could not operate as their job description and departmental pronouncements led them to believe.

Case service funds had been promised so that Job Agents could purchase training, tools, transportation or minor medical services to put their clients in shape for work. These funds never came and Job Agents were left to hustle and divide what meager resources were already in existence. Most Job Agents were never provided with Aides and the lack of clerical assistance has been a continuing complaint.

Authority to obtain cooperation from other governmental agencies was promised. In fact, the only cooperation most Job Agents encountered was that which they developed on a personal basis.

Of all the signs of rejection, recent pressures to increase numbers of placements appear most to have affected Job Agent activities. Center personnel in general and Job Agents in particular are more placement conscious, appear to compete more for job openings and readily placeable clients and hesitate to become involved with the most disadvantaged clients.

> 'Before, when a Job Agent would come in and tell me that his client was in trouble again and had lost his job, I would say 'Well, let's see what we can do for him now. You have to go and try to help him again.' Now, when a Job Agent tells me that his client is in trouble I say to him, 'Can you see clearly what you can do for him? If you can't tell me how you are going to get him to the point where you can put him in a job, get rid of him.' -- An Assistant Manager, Client Development.

Along with pressures to abandon activities not immediately related to employment, most Job Agents feel increasing management efforts to limit their activities to regular office hours and to conduct as much business as possible in the Centers.

Many Job Agents are embittered by a conviction that the Department has failed to live up to its promises to them which were mandated by AB 1463.

> We [the Job Agents] were a pacifier, jammed in. If the Legislature really wanted to help the poor they could. With funds and political backing this thing could really work ... if it ever runs right, I'd come back into it. Now the system is returning to the little old ladies guarding job [order] boxes with their natural lives. -- A Job Agent who was leaving the system.

> This damn system is sucking us back in after having told us that we could walk on water. I don't care about walking on water. I only want to give my clients the service they deserve. -- A Job Agent

> There are two things poor people get -- lip service and tokens. Job Agents were tokens. They gave us nothing to do the job with. I wouldn't

institute a program like this without giving it some muscle. -- A Job Agent

The consequence of these conditions is a deterioration in Job Agent morale. Many Job Agents are uneasy about the possibility of losing their jobs, and many others have already transferred to other positions in the Department, or gone to work for other state or local agencies.

D. Job Agent Training

One of the most universal complaints voiced by Job Agents is their almost total lack of training. Job Agents feel they need training in a wide variety of subjects, for example:

- The availability and use of resources
- Case management methods
- Effective case recording techniques
- Test interpretation
- Job analysis and understanding employer needs
- How to work with departmental constraints
- Counseling and interviewing
- Problem-solving methods
- The general manpower field, including economics
- Job Development
- How to cope with serious client problems, such as drug dependency and psychiatric problems

The Department has been unable to provide training for a number of reasons:

1. The Department has had little experience in many of the areas in which Job Agents have training needs. Its inexperience prevented it from developing a clear concept of what Job Agents should be doing and what, therefore, their training needs might be. Nor did the Department appear to know where, on the outside, it might find the necessary expertise to conduct programs.

Since it did not know how to develop a program to suit the needs of the Job Agents, it sought to conduct a kind of training which it did understand -- training about the Department and its standard procedure.

2. Although Job Agents may have needed to know more about the internal workings of the Department, they resisted the Department's efforts, believing that it wished to teach them about its standard procedures in order to force conformity on them. They felt the Department should have asked them what they felt their training needs were, based on their field experience.

3. According to numbers of staff members, the Department was not accustomed to asking its employees their opinions about their training needs. Traditionally, the Department told employees how they should be trained. Job Agents objected to this kind of training because they felt their work required problem-solving activities, rather than conformity.

E. Job Agents and Other DHRD Employee Classes

Traditional staff was antagonistic to the introduction of Job Agents and newly-appointed managers from the inception of the program -- in some instances because of preferential treatment.

The traditional staff saw their job as composed of standardized procedures which matched acceptable and qualified clients equally and efficiently. Generally, traditional staff viewed the disadvantaged client's unemployment as his own fault; he must learn to fit into existing economic and social realities. Consequently, they felt that the Department's only mission was to move people into jobs and satisfy the employers.

Job Agents, in contrast, believed it was necessary to deal with the individual needs and differences of their clients or to force changes in the employment system.

Even if the Job Agent's role had been explained to existing staff, several differences between old and new staff would remain:

1) Career personnel interpreted AB 1463 as an expression of legislative disapproval of the Department.

2) Traditional personnel who had spent years working their way up in the system were suddenly confronted by "intruders" who had been given high status and high pay.

3) Career ESO's and Employment Counselors saw the Job Agents as nonprofessional because they did not have credentials or tenure and, therefore, as not deserving the status to which they had been elevated.

4) Pronounced ideological differences between the Department's traditional staff and the Job Agents were apparent from the beginning. Job Agents believed that AB 1463 mandated them to plan more emphasis on meeting clients' needs and less on meeting employers'

needs. Their provision of service to "informal" caseloads* expressed their rejection of departmental demands for record keeping, which they felt was impractical and onerous. Some Job Agents felt that the disadvantaged person was a product of the system's failures and inequities and the solution to his problems would come only when the system was changed. They pointed out that the majority of the jobs for which the disadvantaged could qualify were dead-end opportunities and too low-paying to permit a decent standard of living.

5) Race and class differences accentuated the conflict already inherent in ideological and job concept differences. Some Job Agents appeared to go out of their way to use street language and aggressive behavior which offended other staff members. Others knew so little about how HRD functioned that they had to depend on career personnel to help them negotiate its bureaucratic barriers. When career staff was hostile, the chances of success in those efforts became remote.

F. Comparison of Functions of Job Agents and Other Personnel

1. Employment Security Officers (ESO)**

Job Agents appear most sharply differentiated from career personnel in the ESO series. As contrasted with the Job Agents, career personnel tend to be Anglo and middle class.

Although career personnel may serve clients as disadvantaged as those of Job Agents,*** their conception of their job is more limited than that of the Job Agent. They tend to be concerned about the quality of placements or the consequences of a placement for a client. They offer their service from 8:00 A.M. to 5:00 P.M. within the Centers. Although they may go into the field to visit employers in order to do job development, they rarely follow up on a client in the field.

Traditional staff members are supposed to provide an effective standard service to all clients in spite of individual differences and problems. They consider individual problems to be beyond their purview. Job Agents, on the other hand, are expected to address client problems, in fact, to overcome them sufficiently to attain specific goals. They are not expected to serve clients who can use standard services without special help.

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* Individuals to whom they provide services but who have not officially been made part of their responsibility and on whom, therefore, they do not have a folder for formal case records.

** The Department has since changed the title to Manpower Services Representative.

*** In one Center 85 to 90% of all clients served by career personnel are disadvantaged.

2. Employment Counselors

Like Employment Security officers, Employment Counselors tend to be Anglo and middle class. A sizeable proportion have a master's degree. Like ESO's, Counselors prefer to work within specified hours at their desks, and are unlikely to go into the field.

Although Employment Counselors, like the Job Agents, were introduced to provide individualized services, the general ideology of ES, which implies providing uniform services, has impeded this roll. The difference is that Job Agents were explicitly mandated to do whatever was necessary for their clients.

Counselors maintain a professional distance from their clients. They are unlikely to intervene for their clients, but expect that talking will result in improving their clients' behavior and personal problems.

For example, in one Center addicts are referred both the Counselors and Job Agents. Although Counselors tend to accept the addicts for personal counseling, the Job Agents do not work with them until they have been referred to an agency for treating addicts. In the opinion of the Job Agents, the Counselor's strategy leads to a revolving door movement of clients -- into the Counselors' caseloads for counseling, to a subsequent arrest and conviction on a narcotics charge, to jail, and then back into the Counselors' caseloads.

Because in some Centers the pressure to serve many clients is greater on Counselors than on Job Agents, Job Agents appear more familiar with their individual clients.

In those Centers in which Counselors are case responsible for disadvantaged clients, they frequently have lower priorities for access to training slots and other resources than Job Agents. Under those circumstances, Counselors are resentful because, from their point of view, with the same size or larger caseloads of disadvantaged clients they are expected to do as much for their clients.

3. Intake Team Members

Intake teams exist in those Centers which were originally Service Centers. Members of these teams are generally community people chosen because of their knowledge of community resources and their ability to work with disadvantaged clients from their own ethnic groups.

Team members are not normally involved with making job placement. They rely on resources in the community in order to provide emergency services, such as food and housing, to indigent individuals and families. Ordinarily they serve clients who only need those services on a temporary basis.

Team members spend much time in the community, often accompanying clients to agencies and interceding personally for them. Frequently, they help clients in their dealings with the criminal justice system.

Team personnel have always been paid out of state funds appropriated to the Service Center program. The Department is now trying to reclassify them as Manpower Services staff, so that the positions might become eligible for DOL funding and the team personnel would be required to provide placement services and hence reduce the time available for providing supportive services. The willingness of the Department to make the shift indicates to us the relatively low priority the Department now assigns to providing supportive "social" services to the poor.

G. Job Agent Activities

1. Community Activities

Most Job Agents are involved in community organizations in the areas in which they work. The community organizations, often ethnic or racial, range from the Chamber of Commerce to local neighborhood poverty councils.

For some Job Agents, community work is officially sponsored by their Centers. One Job Agent has a television program in which he talks about manpower problems to the Spanish-speaking community. Many are asked by their Center Managers to speak to community groups in an effort go gain support for the Centers. Others use their involvement to develop political leverage, which improves their access to jobs, training slots and resources.

In some instances, Job Agents have used their community contacts to organize citizens' groups to bring public pressure to bear against discriminatory practices and against businesses and schools which they feel are not living up to their contractual obligations under such programs as MDTA and NAB/JOBS.

From the point of view of Job Agents, these activities are consistent with the mandate of AB 1463 to "encourage participation" of citizens in programs for their betterment* and to "involve members of each community in identifying the needs to be met."** Initially, community advisory councils (adopted from the Service Center model) were formed for HRD Centers as a vehicle for community participation in local Center planning. In most instances, these councils are described as discontinued or dormant.

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* Section 328 (h), Appendix A, page 111

** Section 9001 (d), Appendix A, page 113

Since community activities often are not directly connected to employment and manpower problems, some Managers and Supervisors feel they are not within the Job Agents' scope of employment. In addition, the existing reporting system makes no provision for giving credit for community activities.

2. Social Services*

In the course of helping clients become more employable, Job Agents engage in numerous activities which can be classified as "supportive services" or "social services." Some of these services are personal counseling, helping with transportation problems and finding resources to help clients in emergencies. These services are similar to those provided by client advocates in other manpower programs, such as the NAB/JOBS program, professional counselors, and supervisors.

Some Job Agents provide these services themselves, others procure them for their clients by referral.

Job Agents who use referral as a primary method for arranging social services are more likely to use the telephone to find resources and employment for clients. They operate like consultants who match client needs to resources in the community. They are also likely to be more detached than Job Agents who act as advocates in the field.

No one has yet defined the extent to which a manpower agency should try to change clients whose serious problems tend to make them unemployable. Many of the traditional personnel believe it is not the proper function of a manpower agency to provide any social services. Since the Department has not yet succeeded in resolving this issue of the provision of social services, Job Agents spend a large proportion of their time in activities for which they can receive no credit.

3. Institutional Change Activities

Social service activities are meant to help clients overcome personal barriers which prohibit employment. Activities aimed at changing institutions are meant to help businesses and other organizations accept disadvantaged individuals. Following are some examples of the Job Agent's activities designed to affect institutional change and ultimately facilitate employment:

Creating and supporting methadone programs in a number of communities.

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* The department prefers to call these activities "manpower service" since "social services" is interpreted by some as meaning non-employment oriented activities.

Lobbying for special programs for the disadvantaged in the Legislature, including the creation of child care centers to enable clients with young children to go to work.

Acting as equal employment opportunity (EEO) consultants to local governments and local businesses.

Monitoring training schools funded by MDTA and special manpower programs, such as NAB/JOBS programs, to bring contract violations to the attention of DHRD and DOL.

Identifying potentially good jobs with low entrance criteria and encouraging employers to lower criteria which appear unrealistically high.

Influencing businesses to be more tolerant of their clients' behavior characteristics.

A number of institutional change activities have aroused political sensitivities and alarmed some Center Managers since, in some instances, Job Agents have publicized extremely poor conditions at some training institutions and the fraudulent practices of some businesses.

4. Job Development and Placement

All Job Agents at some time make the kind of job placement ordinarily made by traditional placement officers -- placements without much regard for wage rate, possibilities for upgrading or whether the job provides for the client's self-sufficiency.

Most Job Agents make these placements only as an interim measure since their ultimate goal is finding employment which will provide the client with a decent standard of living, self-sufficiency, and job security. Getting clients into these jobs, however, means gaining entry for them into internal labor markets. Disadvantaged individuals ordinarily have no access to these markets which are entered primarily via unions, family and personal relationships, or selective recruitment efforts.*

Job Agent job development activities include a number of styles and strategies among which the following are typical examples:

Developing training slots (STEP, NAB/JOBS, MDTA, Model Cities) so that clients can develop skills which will provide entry into the primary labor market.

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* P. B. Doeringer and M. J. Piore, Internal Labor Markets & Manpower Analysis (Lexington, Mass.: D. C. Health and Company, 1971), Chapter 8.

Finding placements for disadvantaged minority clients by contacting employers who have been told by EEO to comply with EEO regulations regarding minority employee ratios.

Developing personal relations with employers so that those employers will turn to Job Agents for their manpower needs.

Using a data bank which lists information about local employers and their manpower needs and which produces job development leads.

There appears to be a poor relationship between many Job Agents and employers. The NAB/JOBS program is a good example. Many Job Agents believe that employers misuse the program money as a subsidy for cheap labor, which they dismiss as soon as government money is withdrawn. On the other hand, some employers accuse Job Agents of being unwilling to send them clients who have enough skill and education to succeed within the limited amount of training time programs can provide.

Job Agents who are not from the community in which they work often do not have effective contacts with employers and so are forced to rely upon the Job Information Center in their office which is a poor resource for jobs.

H. The Job of a Job Agent: Some Alternative Configurations

Job Agents need to be more sophisticated and to have a wider variety of skills than any other line worker in the HRD system. Only the Job Agents and a few other community workers who provide emergency social services are expected to provide a service which overcomes the client's problem.

The following tabular summary compares Job Agents with traditional staff.

CHARACTERISTIC	JOB AGENTS	TRADITIONAL PERSONNEL
Personal Characteristics and Background	(Predominately) minority group membership	(Predominately) Anglo
	Wide variation ages (28-60) and education (high school--college completion)	Age related to hierarchical status
	Almost half from mainstream government (including ES); half, new careers background	Career ES background
Hiring Criteria and Status	Experience and oral examination	Seniority and written (as well as oral) examinations
	Status and pay of traditional staff supervisor	Status of line personnel lower than that of Job Agent
Style and Attitude	(Vocally) identified with disadvantaged clients	Identified with interests of employers
	Wide variations in style: aggressive (sometimes abrasive), manipulative	Comparably more uniform, predictable, conciliatory, accomodating, "bureaucratic"
	Challenging toward established authority; prefers independence to solve problems	Accepting established authority; accepts supervision and rules
	Social activism	Social uninvolvement
	"Client" identity	Establishment identity
	Tends to believe system is responsible for clients' predicament	Tends to believe client is to blame for his predicament

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CHARACTERISTIC	JOB AGENTS	TRADITIONAL PERSONNEL
Behavior on the Job	Varied, responsive to client, individualized	Uniform, standardized
	Innovative initiative	Directed by operating manuals
	Problem oriented	Procedure oriented
	Exercises discretion re time, place, service rendered	Minimal discretion; behavior governed by rules
	Service provided involves resolution of client problems	Providing service without regard to client problem
	Mobile, many activities out of Center, and not during office hours	Relatively desk-and-time bound to office hours
	Community involvement; at times, encouraging political action	Community non-involvement; avoidance of political action
	Develops resources, job and training slots	Uses available resources some job development; no involvement with training
	Concern with developing client skills to level of client potential	Client development not within purview
	Primarily serves disadvantaged clients	Serves disadvantaged and non-disadvantaged clients
Relationship to Clients	(Sometimes) serve "informal" caseload; personal relationship with clients	Serves only those officially referred; impersonal relationship with clients
	Responsible for long term results; little accountability for procedure	Responsible for procedure; no accountability for long term results
	Places clients in training	Not involved with training
	Follows up (often) in the field	Little follow-up expected

CHARACTERISTIC	JOB AGENTS	TRADITIONAL PERSONNEL
Accountability	Performance judged on basis of permanence of placement (18 months)	Given credit for any placement lasting 3 days (although making any particular number of placements is not required)
	Performance standards re numbers (caseloads and placements)	Performance standards re transactions
	Concerned with making durable placement leading to economic self-sufficiency (primary labor market)	Makes any placement, regardless of labor market

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The number and kinds of differences represent the degree to which the Job Agents are incongruous with the traditions of the Department.

The Department had no prior experience with employees like the Job Agents and, in general, still views them as aggressive and provocative interlopers.

The Job Agents have formed a fairly cohesive group, bound together by similarities in ideology, minority group membership and feelings of being rejected by a traditional staff. Their initial hostility to the Department and traditional staff seems to have been intensified by this rejection.

The Department has not been able to provide much support in the form of training and supervision. Further, the Job Agents came to the job unprepared to cope with its complexities.

As has already been discussed, the Department's inexperience and resulting difficulty in deciding what activities are appropriate to the role of Job Agents prevented the development of a comprehensive training program.

Nevertheless, in the course of two years of experience, largely working on an individual basis, the more effective Job Agents have developed a number of alternative conceptions about what they should be doing. Although all lead to an ultimate goal of employment, they differ considerably regarding the activities and proximal goals en route to placement.

Thus, a number of configurations of activities have developed. Many Job Agents combine elements from different configurations into their own method of operation.

The configurations, described in terms of hypothetical Job Agents, appear to us to be the following:

1. The Network Manager

The Network Manager gives placement the first priority. Although he may set related goals aimed at resolving client problems which bar employment, his ultimate goal is meaningful employment. When he provides services, they are related to employability development.

The Network Manager knows the business community's organizations and the key people in these organizations who provide him special access to whatever the organization has to offer his client.

He has many contacts formed prior to becoming a Job Agent. He is, in a sense, a self-contained manpower system. As a result, he will hesitate to use a service or make a referral if it appears the client, through poor performance or other conflict, might jeopardize continued use of the resource.

To protect his resource base, he prefers to serve a group of disadvantaged clients who do not have severe behavioral problems. He is attracted by clients who want to get ahead and who are prepared to live up to their end of the bargain.

The Network Manager is likely to work by telephone, referring his client to a contact person within the resource organization so that the client will receive sympathetic and effective service. He knows the available resources, the labor market and the needs and constraints of employers. He is able to see the picture both from the point of view of employers and from the point of view of his client.

2. The Resources Manager

The Resources Manager is similar to the Network Manager in that he is independent of the HRD Center and could probably operate in any location. He has contacts with community resources such as welfare, private charities, and free clinics.

In contrast to the Network Manager, the Resources Manager is a self-contained social services agency whose objective is the immediate elimination of crisis situations. To him employment for the client is simply one additional resource.

The Resources Manager is more dependent on the job orders in the Center partly because he has had limited exposure to employers outside his neighborhood and partly because his clients have emergency needs which require arranging for social services and assistance from other public agencies. As a result, the Resources Manager has little time to do job development.

3. The Change Agent

The Change Agent is not convinced that finding jobs for individual clients is an effective solution to the problems of poverty.

He views the problems of individual clients as focal points for changing the system. As a result, he is relatively uninterested in working with individual clients to overcome their personal problems or to alter client behavior to fit the client into the system. Rather, he will mobilize groups or powerful individuals to bring pressure on agencies, programs or businesses to make the system fit the client.

While these activities seem consistent with legislative intent,* and in keeping with the description of the job they may not be consistent with the current organization and political sensitivities of the Department.

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* AB 1463, Section 7, Appendix A, pages 110 and 111.

4. The Client Advocate

The Client Advocate is oriented toward personal intervention on behalf of his disadvantaged client. In contrast to both the Network and Resources Managers, the Advocate focuses on the client, regardless of his problems and will work as aggressively to place the client in a job, if that will solve the problem, as he would get the client emergency food or housing.

Of all the Job Agents, Client Advocates are likely to have the strongest personal sense of identification with their clients. They offer themselves as being available at any time of day or night. Many of them spend a good deal of their time "rescuing" clients from threatened evictions, medical crises, financial and family problems, and aiding clients who get into difficulties with the law.

Because of this personal relationship with the client, the Advocate is more likely to develop specialized resources to meet a particular problem. He prefers serving those clients who probably are least employable.

I. Job Agent Caseloads: Who Gets Served?

1. Official Caseloads

In the third quater of 1971, average Job Agent caseloads, varied in size from 15 to 64 clients, with a mean of 40. Of the almost 5,000 clients in the caseloads of 124 Job Agents, 33% (1,652) were in training status and 37% (1,821) were employed and in 18-month follow-up status. In addition, Job Agents serve an informal caseload which is not counted in the Performance Report.

In general, official Job Agent caseloads are determined by the following variables:

a. Center Referral Criteria

Since the official referral criteria can differ from Center to Center, Job Agent caseloads tended to vary. For example, in one Center all addicts and alcoholics were automatically referred to Job Agents. In other Centers, Job Agents were sent more immediately placeable clients, usually because of their Center's emphasis on making placements.

b. The Job Agent's Conception of His Job and His Personal Interests

In all of the Centers studied, Job Agents had the right initially to refuse cases which were referred to them; however, supervisors retained the right to overrule the Job Agent. Even so most Job Agents had sufficient control over their caseloads that they could determine whom they served.

Some Job Agents choose to serve only those clients who were well motivated and whose behavior was acceptable in the primary job market. These Job Agents would refuse to serve addicts or others of questionable motivation.

Others, believing that AB 1463 mandated them to serve the hardest of the hardcore, collected a clientele of addicts, alcoholics, ex-cons or clients with language problems.

Unlike the clientele served by personnel who perform standard services for all comers, Job Agent Clients were served because the Job Agent chose to serve them.

Recently, with the adoption of Job Agent Standards (March 1972), Job Agents have been required to provide service only to clients who are potentially employable. When combined with the Standard's expectations that Job Agents make a certain minimal number of placements, the effect has been to influence Job Agents to choose clients who are not among the most severely disadvantaged.

c. Center Policies and Management and Supervisory Pressures

Caseloads within Centers were also influenced by that Center's interpretation of the 18-month follow-up rule* and the priority the Center puts on the making of placements.

The ambiguity of the rule led to different interpretations. In one Center a person was never discharged from the caseload, even though he might be in prison for a short period, until there was a successful placement. In another Center, a case was dropped before 18 months if no means existed to serve the client.

In Centers which have pressured Job Agents to make placements, Job Agent caseloads appear to have become less disadvantaged and more placeable.

Supervisory pressures for turnover also appear to have influenced Job Agents in choosing less disadvantaged clients who could be moved more readily through training and into job placements.

2. Informal Caseloads

Job Agents had fairly complete control both over their schedules for seeing clients and over which clients they would see. As a consequence, clients often came informally and were provided services without the Job Agent ever assuming official case responsibility.

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* Article 3, Section 9703 (c) and Section 9704 of VI Code Appendix A, page 119.

There are a number of reasons why Job Agents found the informal caseload necessary.

- A client might be referred to a Job Agent for a particular service in which the Job Agent specializes. The service is provided without going through the paperwork necessary to make the client "a case" because the client is in someone else's caseload and/or the service is of a short term nature which is not directly connected to job placement. For example, a Job Agent who specializes in getting dishonorable discharges expunged from records does so for the clients of other staff members.

  In other cases fellow staff members or other agencies such as probation or welfare departments are likely to refer clients to a Job Agent because he has special access to a source of employment or resources. The Job Agent provides the service, for which the case carrier receives the credit, with the exception that he may need the cooperation of the staff or agencies in the future.

- A Job Agent might try to help a person who has problems which indicate he is a poor bet for employment. While the Job Agent elects to help him, he does not want the person in his official caseload where the Job Agent will be responsible for placing him and penalized if he does not. The services may be provided because the Job Agent wants to tackle a difficult or unique problem or because the unofficial client is a friend or relative of an official client.

J. Problems of Evaluation and Assessment

1. Defining Success

Until the Job Agent program, the Department had not employed personnel who performed tasks as diverse and complicated as those of the Job Agent. Regular placement personnel, for example, dealt with the job-ready, most of whom had some skills and experience.

By contrast, the Job Agent was expected to work with those who were problem prone and to do whatever was necessary to overcome the barriers to their employment. As a consequence, Job Agents invested much time and effort in attempting to deal with clients' chronic and severe problems. Because it lacked experience in assessing this kind of activity, the Department had difficulty in creating an assessment system and a reporting procedure for Job Agents.

One of the results of the Job Agent program was that the Department's traditional definition of success was challenged. If the Department was going to be in the client development business, could the Department continue to consider placement as the only measure of success?

The following examples illustrate the problem of defining successful outcomes:

- One Job Agent successfully placed a client in a college Educational Opportunity Program after working with him for eight months. He was told by his manager that his investment of time was a "negative contribution" to the Center since the outcome could not be counted as successful.
- A Job Agent worked with a young woman with two children for a number of months and helped her stabilize both her financial and personal lives. She married a rather successful businessman. This outcome could not be counted as successful by the Job Agent.
- A Job Agent obtained a V.A. disability allowance and a placement in a V.A. domiciliary for his handicapped client. Although the outcome was successful from the point of view of his formerly indigent client, it was not counted as successful by the Department.
- Almost all of the clients in our sample had financial problems. In some instances, Job Agents were able to help stabilize the clients' financial problems by finding them stop-gap jobs. In other cases to help clients through a period of financial crisis and establish a stable situation so that other pressing problems could be worked on, Job Agents had first to get their clients on welfare. Unless the clients were able to move from welfare to placements, a Job Agent would receive no credit for whatever he had accomplished.*

2. The Problem of Assessment Criteria

Even using the Department's view in which placements are the sole criterion of employee performance, conflicts cloud the issue. For example, the definition of placement given by ESARS would lead to rating almost any placement of an unemployed person as a successful outcome. On the other hand, if AB 1463 were used as a standard, a placement would have to result in economic self-sufficiency, a much more demanding criterion.

The Department has relied on ESARS as its primary assessment device. According to Job Agents and many other Department personnel, ESARS has serious flaws.

The Employment Service has evaluated performance primarily in terms of numbers of transactions or kinds of activities including the making of placements. The quality of placements has not been considered. ESARS, which is now used by DOL as the basis for system evaluation and funding, also makes no provision for evaluating the quality of placements.

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* There are other good reasons for Job Agents to get clients on welfare. Job Agents feel that WIN could be one of the most useful resources available, but to get a client into WIN a Job Agent must first get him on welfare.

There are other limitations to ESARS, according to the Job Agents:

- The reporting categories provided by ESARS are unrelated to most Job Agent activities.*
- Job Agents cannot report counseling activities on ESARS because they have no formal training as counselors, even though they have been doing counseling.
- The categories of ESARS are not interpreted in the same ways in all Centers. For example, in at least one Center, Job Agents count telephone calls to their clients while in other Centers they are unreportable.
- ESARS statistics are highly susceptible to dissimulation. Counselors in one Center were told that they were expected to complete a certain number of client interviews each day. They attempted to satisfy this requirement by adopting a number of artifices. For example, this study's field observer overheard a telephone conversation in which a counselor told his client that it was policy not to discuss test scores over the telephone. After the telephone conversation, the counselor told the field observer that he used to give out such information over the telephone, but in order to increase the numbers of interviews he could count, he was asking all clients to come in to find out their scores.

Because DOL uses ESARS reports in determining how it will fund Centers, Managers feel compelled to provide ESARS statistics which will insure funding.

3. Other Assessment Methods

Most Job Agent supervisors use case reviews as their primary method for evaluating Job Agent performance.

In placement-oriented Centers, supervision and evaluation focus on events which can be counted, such as numbers of client

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* In 1972 a number of Assistant Managers-Client Development in one Center asked Job Agents to log all their activities and, on a monthly basis, to make a "report of nonreportable activities."

In Centers which emphasize client development case reviews focus on the services provided to the client, the client's problems, the Job Agent's ingenuity in dealing with those problems and the Job Agent's activities in the community. This kind of case review implicitly legitimizes the activities mandated by AB 1463.

4. The 18-Month Stipulation

Under the 18-month stipulation* the client must remain on the job for 18 months before he can be considered a "successful closure." Many Job Agents feel that six months would be more realistic. The 18-month follow-up requirement is regarded as particularly unfair because it sets a standard that is higher than that of MDTA (six months) and WIN (90 days). In addition, the standard appears unrealistic since many mainstream clients do not stay on a job longer than one year.

Job Agent objections have acquired special significance since the adoption of Standards which require placement of 75 clients per year. Since most severely disadvantaged clients can be placed only in low-paying, seasonal or high turnover jobs in the secondary labor market, the 18-month stipulation provides a strong incentive to cream for minimally disadvantaged clients.

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* Section 9703 (c) of the Unemployment Insurance Code, Appendix A, p. 119

CHAPTER III

The Centers

This Chapter describes the eight HRD Centers which were chosen for study by field observers during the summer and early fall of 1971.* Since managers were permitted considerable latitutde in designing the organization of their own Centers, there was considerable variation in Center structure.

A - Location

In general, Centers varied in their accessibility to the areas they served.** Almost every Center was inaccessible by public transportation to some geographic locations within its area.

The ethnic and racial community in which a Center was located generally determined its clientele. In some cases the ad hoc geographic boundaries dividing racial groups were so rigidly observed that clients hesitated to cross these boundaries to receive service.

In some instances where branches or outstations of Centers did not exist, either in geographically remote areas or in areas populated by different racial groups, large groups of clients were not being served.

B - Physical Layout

The general physical layout for the larger Centers was similar. There was an entrance and waiting area separate from one or more large rooms in which most of the Center's staff were seated at desks. In general, only managers and supervisors had offices which were partitioned off so that they could have private conversations. In a number of Centers, Job Agents took clients out of the Center when they wanted to have private conversations.

> In one of the largest Centers, which was described by the observer as resembling a warehouse, the field observer was given a desk which he used for a number of weeks. He noticed that a number of staff members who used desks nearby

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* Avalon-Florence HRD Center-Los Angeles
East Los Angeles Service Center
Long Beach HRD Center
Sacramento HRD Center
San Diego Service Center
San Francisco Chinatown-North Beach HRD Center
San Francisco Service Center
West Oakland HRD Center

**In Appendix G there is a detailed description of each Center including its location in the community.

> never learned his name. They also did not know much about what was going on in adjacent work areas. Although petty thefts frequently occurred, staff members apparently did not know whether strangers or center personnel were in the area. Frequent shifts of staff appeared to contribute to this impersonal atmosphere.

C - Center Organization

With minor exceptions the staff in all the Centers studied had organized into two units, one under an Assistant Manager, Operations and the other under an Assistant Manager, Client Development.

The traditional Employment Service functions which concentrated on the processing of clients for the purpose of making placements were grouped under the Assistant Manager, Operation. The newer HRD functions which emphasized individualized and intensive client development services were under the Assistant Manager, Client Development.

The Assistant Manager, Client Development usually supervised Job Agents, WIN teams and Employment Counselors. Control over MDTA slots and special program were also generally under Client Development. However, some exceptions were found in Centers where Employment Counselors, a Service Center intake team and control over MDTA slots were retained under the Assistant Manager, Operations.

In several Centers, client development units were in separate rooms, separate buildings, or in outreach stations. In the latter case, client development services provided at the downtown Center were given by Employment Counselors. In four of the eight Centers, Job Agents and their aides worked close by other personnel and, in one Center, belonged to intensive service teams.

Where it existed, the isolation of Client Development staff and Operations staff exacerbated conflicts between them.

> On Friday, I sat in on a staff meeting between the Operations Section and Client Development Section. Both Assistant Managers were present. It was a tense meeting. The Operations staff was all White. The Client Development staff was all Black or Brown. The purpose of the meeting was to begin communication between these two groups that have demonstrated latent and surface hostility for a number of months.... Both groups are very uptight and it is difficult to ask a question or make a comment without some tenseness or heated reply.
>
> Report of a field observer.

In one Center, the Manager tried to facilitate communication between his two Assistant Managers by having a psychiatric social worker present at management meetings. The manager's assumption appears to have been that the difference between the Assistant Manager, Operations and the Assistant Manager, Client Development were rooted in a personality clash. Apparently this was not so. Since the Assistant Manager, Operations had control of jobs, training slots, the admissions procedure for clients, the mechanism for referring clients and the process by which clients were referred to Client Development personnel, there appeared to be little reason for him to want to cooperate with the Assistant Manager, Client Development. The Assistant Manager, Client Development, by comparison, had nothing that the Assistant Manager, Operations wanted or needed.

The closest integration between Client Development and Operations staff occurred in two small Centers. In one, Job Agents were part of two heterogeneously staffed intensive service units. In the other, Job Agents formed a separate unit but worked closely with two heterogeneously staffed intensive service units.

D - Staffing and Personnel Classifications

Job titles did not appear to relate to staffing pattern, but rather to bureaucratic considerations, such as sources of funding and the history of certain Centers. As one Assistant Manager said, "The personnel classifications have no functional meaning. They are significant only for salary and career potential."

Persons with different job titles and levels performed what appears to have been basically the same functions and have the same responsibilities. To the extent that the system of classification and pay was unrelated to job performance and responsibilities, it appears to have had demoralizing effect on many Center staff members.

E - The Smaller Centers

Both of the smaller Centers studied (West Oakland HRD Center and the San Francisco Chinatown HRD Center) had about 40 staff members, roughly half the number in the largest Centers studied. The assignment patterns in both Centers indicated that the emphasis was on providing individualized, intensive, client development service to disadvantaged applicants. Although both Centers made quick placements, their main effort was client development.

Both Centers had a Job Information Center (JIC) and a reception/intake unit which provided quick placements. In the Chinatown Center, the unit's operation was impeded by the lack of jobs for clients with severe language problems.

In both Centers intensive services were provided by mixed teams which included ESO's Employment Counselors, Community Workers, Aides and, in the Chinatown Center, Job Agents. In the West Oakland Center, Job Agents formed a separate unit which was used as a resource by the two intensive service teams. In both Centers there was cooperation between team members.

There were few training slots available to either Center, and Center staff were on their own in developing resources in the community. A number of staff members participated in making decisions about which clients needed and could best use the available resources, a marked contrast to competitive activity in the large Centers. Conflicts between career staff members and staff members who were brought into the agency with HRD did not appear as evident as in the larger Centers.

There was a great deal of personal contact and conversation between the management of these Centers and the Job Agents and other personnel. In addition the Job Agents' roles seemed better understood than in the larger Centers.

F - Outreach Stations

Several of the Centers in our sample had outreach stations, for serving clients in areas which were remote from main offices. The San Diego Service Center maintained an outreach station at San Ysidro to serve Mexican-American groups living close to the border. Sacramento maintained three outreach stations in disadvantaged areas remote from the Downtown Center; Long Beach had two stations; and Avalon-Florence HRD Center maintained a mobile van which circulated in a disadvantaged Black community and also staffed an outreach station in a nearby Mexican-American community.

In general, outstations were staffed by a Job Agent and a small staff of community workers and volunteers.

In comparison with the larger Centers, clients were dealt with informally. Often the client had direct access to the personnel. People appeared to drop in and were received in a casual and friendly manner.

Many outstation workers had been community workers from Adult and Youth Opportunity Centers or Multi-Purpose Service Centers and saw individualized services and carrying cases as the only way the multiple problems of the disadvantaged could be resolved. They expressed feelings of frustration with the Department which they regarded as placement and record-oriented.

Some outreach stations offered specialized services suited to their particular clientele, such as help with immigration problems for Mexican-Americans and Chinese immigrants.

In comparison with outreach stations, centralized HRD Centers appeared to provide greater access to resources. By contrast an advantage enjoyed by staff of smaller Centers and outstations was their ability to work together with less consciousness of differences in function and status and more awareness of the clients' individual needs.

G - Client Flow and the Formation of Caseloads

This section describes the official procedures for receiving, processing, and assigning applicants. The unofficial procedures by which clients were added to caseloads are discussed in Chapter II, Section J.

Potential clients presented themselves at a reception desk which operated as a control point. The reception desk was usually manned by a low-level worker who referred walk-ins to the Job Information Center.

At the reception point, no decision was made regarding eligibility for services or assignment to a unit or worker. If the walk-in found a job opening at the JIC for which he might qualify, the reception worker referred him to a placement worker who sent him on the job. If no suitable job possibility was found, the walk-in was asked to fill out a form listing biographical facts and his experience. This form was the basis for deciding whether the applicants were eligible for services.

A more experienced person in the intake unit would then make a decision about further referral of the applicant. If the applicant was job-ready and would be placeable except that a suitable job was not available, he might be asked to come back in a few days or to check with a placement worker by telephone.

If the applicant was not job-ready, the intake worker made a judgment about the applicant's eligibility to receive special services and referred him to one of a number of services: Veteran's Employment Representative, the Department of Rehabilitation, an Employment Counselor if there was a vocational problem or if the applicant might need training, an intensive service team if the applicant was employable but had some emergency needs, or a Job Agent if the applicant had multiple or serious handicaps.

In some Centers, the intake worker had to have his decision about referral confirmed if the referral was made to a case responsible person.

Centers differed in the amount of time it took for a walk-in to be processed. In one Center, the manager was concerned about not keeping people waiting, and so made a major investment of Center personnel to service the reception desk and intake process.

Clients were likely to go away happy because they did not have to wait before they could talk to someone. However, whether or not they received substantive service did not depend on fast service at the counter, but on the availability of training, placement and social services.

Delays in the screening processes were sometimes used as an informal "test" of the needs and motivations of applicants. In some instances, in which screening personnel felt that applicants had genuine needs for service, they might immediately refer the applicant to a case responsible person. In other instances, when there was some question about the applicant's intentions and motivation, the screening person would ask the client to come back another day. Some staff members believed that if the client had poor motivation, he would not return.

In smaller Centers as in the outreach stations, the process of assignment was likely to take place during a few minutes of conversation in which several staff members participated. Because staff members tended to be less specialized, it was not necessary for the client to go through a number of procedures with different persons.

H - Managerial Influence on Center Organizations and Operation

When AB 1463 was implemented and the Department reorganized, new Center Managers and Assistant Managers were appointed over senior career personnel who anticipated becoming managers. The change took place suddenly, and the Department made few attempts to assuage the outraged feelings of many career staff members.

In a number of Centers, career staff members who had expected to become managers stayed on as Assistant Managers, Operations and career staff were organized into units under their leadership.

The new managers came from different agencies including the Department of Corrections, the Department of Rehabilitation, the Service Centers and the Department of Employment. With them they brought different ideas on how the Centers should be run.

What these managers did not bring to the job was experience in changing an established bureaucratic organization. Nor did they receive any training in this regard from HRD Central Office, which itself had had neither training nor experience in decentralized management. Although there was a Management Guide, the policies in it were apparently not clearly enunciated and it has since been abandoned.

Left to their own devices, the managers created a variety of Center organizations and ways of operating which can be described in terms of two alternative conceptions. One conception gave priority to producing placements; the other conception gave priority to client development and providing individualized services, with placement as an ultimate goal.

I - Managers with a Placement Orientation

When managers gave priority to placement and production as

Center goals, most Center personnel and the most important resources were under the supervision of the Assistant Manager, Operations.

In these Centers, managers had few regular staff meetings with personnel in the Client Development section. In one such Center, the manager had met with the Job Agents only once in two years.

Placement-oriented managers tended not to be personally involved with the staffs. They were primarily concerned with operating as a conduit for system policies and were not oriented to consider substantive issues or to set their own goals.

Characteristically, these managers were concerned over details. They tended to be suspicious of and uneasy about Job Agents' lack of accountability regarding their time and would like to make them more accountable.

> - The increased cracking down of rule enforcement with Job Agents was evidenced in the Friday meeting when there was volatile resistance against the Manager's insistence that every worker be at his desk in the Center at 8:00 a.m. sharp. The Manager stands outside his office and visually checks who may be there or missing. The Job Agents see this regulation as a violation of their rights as case responsible people. Now Job Agents must call either the Manager or their supervisor at home (no later than 10:00 p.m.) to request permission if a client has an emergency that will prevent the Job Agent from checking into the office at 8:00 a.m.... Job Agents are now concerned because even if they have to bail a client out of jail at 2:00 a.m., they are still required to meet the 8:00 a.m. roll call.
>
> Report by a field observer.

When these managers were faced with conflicts between the Operations and Client Development units, they tried to reach a compromise without resolving the basic issues about Center goals and priorities which often underlay these conflicts.

These managers differed in the degree to which they believed that making placements -- both for disadvantaged and mainstream clients -- was the proper priority goal of the organization. Some were conviced that placing disadvantaged people in jobs -- any job -- was the best way to help them. They placed little emphasis on the nature of the job, whether it would lead to economic self-sufficiency, or whether it was in the primary or secondary labor market. Other managers appeared to be most concerned about producing placements which could be counted on ESARS as evidence that the Center was producing.

J - Managers with Client Development Orientation

Managers with a Client Development orientation organized most of the service-delivering staff into teams composed of staff members with a variety of personnel classifications. Team members performed their activities in which they had the most experience and in which they were most competent, regardless of classification. Thus, there was a considerable amount of overlaping and changing of activities based on demand.

The team focused on individual client problems and decided on a strategy for dealing with them. A number of team members may have served a client, but the client usually became the responsibility of one team member.

Although there may have been two Assistant Managers, the client development priority of the Center was sometimes assured by choosing both Assistant Managers from candidates with case-carrying work histories, such as Job Agents or Employment Counselors. Another strategy was to appoint someone of low status (for example, an ESO II) to act as Assistant Manager, Operations and choose a person of higher status (an ESO III or IV) as Assistant Manager, Client Development, giving him control over the most of the Center's resources.

As contrasted with production and placement-oriented managers, managers oriented to client development did not appear concerned about controlling their staffs with regard to attendance, dress, and adherence to administrative rules. As one such Manager put it, "I'm here to supervise functions, not people." Thus, they encouraged staff initiative and problem solving.

CHAPTER IV

JOB AGENT RESOURCES

In creating the "Manpower Development Fund" in AB 1463 it was the intent of the Legislature to provide the Department with control over all manpower training funds. Once in control the Department would be able, according to the intent, to set priorities for eligibility and to concentrate resources in economically disadvantaged areas. Because of federal imposed priorities on the use of resources, however, there was little change in actual operation.

One area over which the state did have control was determining which of the Center staff would administer and which would have priority for use of available resources. Some Center Managers gave Job Agents alone priority for DMTA and NAB/JOBS orders. Others extended priority to Counselors and others set no priorities.

The isolation of Operations and Client Development staffs, noted in Chapter III, had important implications for the use of resources. As long as Operations controlled access to resources Job Agents and other Client Development staff were forced to negotiate on an unequal basis.

> "In one HRD office, the Manager has taken the position that Job Agents will have no priority of any kind to job orders. Since job orders come in over the phone in the placement section, the results are obvious. Placement interviewers who have lists of people waiting for placements can immediately use them and have someone referred to a job before Job Agents are aware the order exists. When checking on the Center log for an order that looks as if it might suit his clients, it is amazing the number of times Job Agents find that the order is misplaced and when finally located has been 'filled'."
>
> A field observer.

Another consequence of poor access to available job orders was the Job Agents inability to place clients who had been in training and were job-ready.

> "We put someone in training. He goes through training and comes out. And what happens? We spent our time, the client's time and public funds. And Joe Doakes walks in off the street and gets the job. We get no priorities for the jobs."
>
> A Job Agent.

Perhaps the most important of client priorities is the veteran priority. Federal law mandates that veterans will be given preference by State Employment Services but does not specify the nature of the preference. Because there are no specific instructions

Center Managers have set priorities for referrals of new job orders for veterans which are as short as 30 minutes and as long as 48 hours. Our field observers reported that in a number of Centers a larger percentage of job orders are filled by veterans.

Case Service Funds

Job Agents contend chat if an identified amount of case service funds were available for a specified time they could make long-term plans for moving the non-job-ready into permanent employment. Case service funds would allow greater flexibility in purchasing training and paying employment related expenses because they would not be attached to a categorical program.

In lieu of case service funds, Job Agents prefer the MDTA-OJT and individual training programs because they are the most flexible resources available.

Manpower Training

During the period of our study the most abundant manpower training resources were programs funded out of the Manpower Development and Training Act (MDTA). The support for these programs was 100% federal and totaled more than $80 million for the State of California for FY 1971.

MDTA programs consisted of Institutional Training conducted primarily in Skills Centers, individual contract training conducted primarily in private vocational schools, on-the-job training (OJT) and the Supplemental Training Employment Program (STEP) which were administered by DHRD. In addition, MDTA paid for training in the National Alliance of Businessmen, Jobs in the Business Sector (NAB-JOBS) program, and numerous OJT programs administered by local Community Action Agencies and non-profit service organizations. Of our study sample of 33 Job Agent clients, 193 participated in 228 training courses while a Job Agent client. Of these training experiences, 125 (54.6%) were paid for by DHRD administered MDTA funds.

Job Agents complain generally about the quality of training available to their clients. Skill Centers, which do a larger portion of the training, are said to often teach skills for which there is little demand, and where there is demand, clients often graduate without the skills or competence to hold a permanent job.

Job Agents point out that since there are no performance criteria imposed on training institutions, public or private, the only sanction which can be imposed is to refuse to refer clients to a school which fails to train clients properly. The difficulty with this sanction is that there are few schools available and in some areas boycotting a school means that many clients will receive no training at all.

The general consensus of Job Agents and many Center personnel is that the manpower system so lacks the ability to project needs that jobs have come and gone before clients are trained.

Because most of the training in the state is conducted in the Skills Centers and because the Skills Centers are funded each year at the same level, it appears to Job Agents that training is determined on the basis of what classes are needed to keep Skills Centers staff employed rather than on the basis of what classes are best for the clients.

An example of Job Agent concern comes from the Long Beach Area where Job Agents opposed issuance of 150 training positions to a Skills Center for a welding program when there was extensive unemployment among experienced welders.

According to many Job Agents, some trainees were selected to enter the institutional training classes as an expediency on the part of the agency which must fill slots rather than as a result of true desire or need on the part of trainees for the course offered or actual labor market needs.

Because many of their clients are not economically stable, Job Agents say it is asking too much to expect the client to wait too long for a preferred course. Therefore, the Job Agent tends to select for training those who currently are either: 1) motivated to learn, or 2) in need of a stipend to survive.

The problem of selecting the most appropriate person to be trained is compounded by the response of the Center's community to news that a training class is opening and that participation is worth $55.00 a week. People come to the Center and swear that they have always desired to be whatever it is that the program happens to be training for at the time. Thus, incentives are provided to use training slots to sustain clients economically rather than for training clients to take real jobs.

MDTA Individual Contract Training operates in the reverse of the Institutional program. It is first determined what particular training a person needs. HRD then seeks a training institution which can best teach the skills required and writes a contract for training the individual.

The consensus of Job Agents is that the MDTA Individual Contract Training could be more effective than Skills Center training because it most closely fits the Job Agents' need to be flexible in dealing with clients. In some cases there is an opportunity for choosing vocational training far more specialized than the traditional MDTA institutional offerings of auto mechanic, auto body repair, welding, grounds keeping, general office work and licensed vocational nurse. Interior decorating, deep-sea diving and air traffic control are a few examples of the more esoteric training courses in which clients have been enrolled.

One problem in the use of the MDTA Individual Contract Training is the uncertainty and erratic nature of funding. Job Agents and other Center personnel are never certain how many slots are available or will become available. The slots come in batches. The Center staff feels an extreme pressure to fill those slots immediately. Failure to act quickly means the loss of the slot to another community. Consequently, Job Agents often rush a client into a training program before he is ready.

Although individual referral may provide specialized vocational training, the Job Agents find that a request for training in the less traditional areas can lead to administrative delays and confusion. Some Job Agents suggest that the MDTA program is designed, even at best, to perpetuate the existence of clients in low-paying low-skilled jobs. As a result, the MDTA system resists instruction which could lead to primary labor market jobs. The point is made by administrators of MDTA that the apparent delays and confusion are the result of the scarcity of schools to do more specialized training, the necessity to wait for courses to start, and the limitation in class size imposed by the schools -- for example, the trainer of deep-sea divers limits his classes to 15 per session.

The MDTA On-The-Job Training program consists of the development of a contract, with an employer making a commitment to retain an individual after the end of the training program. In return, the employer is reimbursed for 50% of the wage paid to an employee during the training period. The maximum the program pays is $2.00 an hour; therefore, a person may be trained in a job with a starting wage of $4.00 an hour.

Slots available in any one month in 1971 for the entire state seldom exceeded 1,000 and the number of individuals enrolled in the Regular OJT program decreased steadily from a high of 931 in April, 1971 to 97 in September, 1971.

Job Agents, as a whole, agree that MDTA-OJT can be the best form of manpower training for their needs if they can develop their own contracts tailored to needs of their individual clients. Few Job Agents, however, ever obtain access to the OJT orders. Only seven of the 193 clients enrolled in training were reported in an MDTA-OJT funded position. Job Agents explain that they were not informed by OJT contract writers that an OJT had been developed or the contract writers developed jobs which required skill levels that excluded Job Agent clients.

In July 1970 the federal government established the Supplemental Training Employment Program (STEP). STEP was created to compensate for a declining job market which made placement of MDTA training graduates more difficult that usual. The program provided up to $2.00 an hour for 50% of wages paid to STEP enrollees. Subsidized employment could extend up to 39 weeks. Employers could be either public or private non-profit agencies.

The Department of Labor gave California 880 slots. The state did not fill all of these slots because HRD carefully screened training opportunities to insure quality and the possibility of future employment. As the unemployment rate rose, however, the number of disadvantaged who were unemployed grew rapidly, and in July 1971, a new program was initiated to give California $6 million for 5,000 STEP slots. The entrance criteria were expanded to include any person 18 or older who had been unemployed since December 31, 1969.

Some Center Managers viewed STEP as an opportunity to increase their employer relations program and develop jobs. They hired unemployed salesmen, ex-veterans and aerospace workers to do job development. Within a few weeks after the announcement of the increase in available slots the local offices had enrolled 8,000 individuals, 3,000 more than the number of available positions.

A great deal of confusion resulted from the over subscription. Paychecks were late. In some cases people were terminated from welfare and were without funds until the Department of Labor authorized an additional $2 million to compensate for the over subscription.

The National Alliance of Businessmen/Jobs in the Business Sector (NAB/JOBS) program is not directly administered by the state, but HRD office have the responsibility for certifying the trainees who are referred to the program. Job Agents use the NAB/JOBS program whenever possible.

Job Agents are conviced that some large employers use NAB/JOBS as a wage subsidy, hire low-skilled workers for low skill jobs, keep them a few weeks beyond the expiration of training, and then lay them off.

Job Agents on a number of occasions have protested to their managers and to NAB/JOBS coordinators about abuses of the NAB/JOBS program. In some cases, the Center Manager or NAB/JOBS have agreed not to write further contracts or certify referrals to employers who have exploited the program. In one case, when Job Agents were unable to obtain what they felt was sufficient corrective action from either NAB/JOBS or the Center Manager, they held a press conference to protest an employers action.

The Work Incentive (WIN) program could be an outstanding resource for Job Agents because it has adequate money to purchase training -- institutional or on-the-job -- and to provide supportive services. Job Agents are limited in their use of WIN in two ways. First, only clients who are on welfare are eligible. Second, the number of "active" WIN slots, i.e., for actual training, as opposed to WIN enrollees registered but waiting training, are limited. Our sample showed 13 cases where WIN paid for training Job Agent clients.

In March 1971, the Department issued a division notice that

Job Agents could move both male and female clients into active WIN slots. Only a few Centers were able to take advantage of the priority because most county welfare officers failed to cooperate. In November 1971, the Department, as a result of changes in federal requirements, issued new priorities which made women ineligible for WIN. Job Agents who had county cooperation reported that they began accepting more male welfare recipients into their caseloads in order to make use of WIN.

Job Orders and Information

The primary job information system available to Job Agents is the Job Information Center (JIC) located in each HRD office. According to its creators in HRD, the purpose of the JIC was to remove jobs from the personal control of a few individuals in the Center and make the information available to all staff workers and clients. When asked about the specific benefits of the JIC, most Job Agents said that the job order board was of little value because there are few job orders suitable for their clients and because most of the jobs are filled by the job-ready clients of the Center by the time they are posted.

Most of the offices in our study receive job orders directly from employers who are familiar with the Center or from the Telex (teletype) system operating in the area. Every Center in the Telex area is required to notify a central location by telephone of all job orders received and unfilled. The job orders then are transmitted to other offices in the area.

Poverty area offices claim that those offices which serve the more job-ready can more easily meet employer requests. Because these offices serve employers better, they receive repeat orders, and, if they are efficient, these orders can be filled before entering the Telex system.

In an attempt to bring some equity to the access to job orders, the Department of Labor instituted the Job Bank. Job Bank is a computer-assisted placement operation which records, updates, and lists information on all job openings received from employers in a labor market area*

Sacramento and San Diego were the only Centers in our sample which had a Job Bank at the time of this study. Job information was disseminated to participating agencies through books which were updated each night and delivered to each Center and agency each morning. The Bank opened at 8:00 a.m. in San Diego and Sacramento; however, during the first 48 hours in San Diego and the first hour in Sacramento only referrals of veterans were accepted.

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* Job Bank began operation in San Diego in 1969 and has been extended to six other areas: Sacramento, Fresno, Bakersfield, Santa Ana, Orange County, and San Bernardino-Riverside County. Job Bank will be implemented in Los Angeles County and the San Francisco Bay Area sometime in 1973.

After that time, the Bank takes referrals for any person, but gives an additional two-day priority to HRD-eligible clients for certain orders, such as NAB/JOBS.

According to personnel in the out stations, the Sacramento Bank was of little value to them because of the priority for veterans. Another problem in using the Bank was the geographical distance of the out stations from the Bank which precluded the development of personal contacts with persons running the Bank. The personal contacts are most helpful in that an advance word on what job orders will be coming out the next day can give a placement person the advantage necessary to put one of his clients in the job.

Although job orders averaged 30 per day in the busy season of the Job Bank (July, August and September, 1971) it was estimated by the Supervisor of the Job Bank that perhaps one in 10 clients would qualify for the jobs.

The HRD offices could be characterized as being passive in the development of specific job orders. Some Centers and, to a degree, the State Central Office try to publicize HRD activities and encourage employers to use the state system. At the time of this study little staff time was spent on job development. The majority of staff took applications to jobs or to training.

The West Oakland Center was the only Center in the study that adopted a systematic tool for its Job Agents to use in developing jobs. It was a data bank* of old job orders by employers in the Oakland area which served as a reference source for the kind of employee the employers wanted and the wages they would pay.

Our observers repeatedly were told by HRD staff that employers were complaining to the Centers that they were hounded by job developers and Job Agents. Aside from Job Agents, however, most of the job developers were from the private agency OJT groups and the NAB/JOBS program.

Supportive Services

In this report supportive services are considered to be any resources which eliminate the problems that prevent a client from entering or staying in a job or training.

The major supportive resource is welfare. As a statewide program, welfare is available to every Center.

The extent to which a Job Agent uses welfare as a resource for his client depends on the Job Agent's personal relationship with staff at the welfare department. Use of welfare ranges from obtaining emergency food or clothing orders or emergency housing for clients, to enrolling the client in a categorical aid program. Welfare is often used to stabilize the client while the Job Agent attempts to solve the client's unemployment problems.

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* This Bank was first developed on an experimental basis at the Hayward HRD Center.

Because welfare regulations are constantly changing, Job Agents are never certain how extensively welfare may be used. Some Job Agents recommend that HRD Centers have a liaison person on the staff who could become familiar with welfare policies and procedures and keep Job Agents and other HRD staff informed on new regulations. He could also serve as a personal contact with the welfare office in order to expedite service to clients.

The Department of Rehabilitation is considered a good resource for those Job Agent clients who are eligible. A total of 12 of the 241 clients in our study sample who received training were supported by Vocational Rehabilitation. Seven of those 12 received their training while they were Job Agent clients. Job Agents are quick to point out that DR is extremely success-oriented and is selective as to the client who will be accepted for treatment. However, Job Agents are pleased with the results of DR's services, once a client is able to get into the Rehabilitation system.

In the area of supportive services, Job Agents are often their own best resource. They can provide transportation to the job until the client can work out permanent arrangements. Many provide money out of their own pockets for haircuts and clothes so the clients will be presentable for job interviews.

A majority of the Job Agents have assisted their clients in court on criminal matters. This work is time-consuming, but according to most Job Agents, is beneficial to clients. As a result of these interventions, a court may decide to release a client on his own recognizance, or to suspend sentence or make arrangements so that the client can serve a required jail term on weekends. The client then may be able to keep his job or remain in a training program.

Legal Aid Court Unit

Many Job Agents interviewed stated that a substantial portion of their clients had need of civil or criminal legal services.

Legal Aid is not a major resource for Job Agents because of its limitation to civil actions. Job Agents do use the agency, however, for settling domestic problems, such as name changes, divorces, and child custody disputes. The greatest need that Job Agents express, however, is the expansion of the Public Defender Program to represent clients in criminal matters.

CHAPTER V

THE JOB AGENT CLIENTS

The Job Agent clients in our sample were drawn from Job Agent caseloads as of February 1, 1971 in eight Centers.* These Centers were chosen because they represented the major differences in client ethnic populations, labor markets, management styles, geographic location, physical size, and office policies.

The caseloads in these eight Centers often did not represent all the clients being served. Many Job Agents also served friends, people who did not meet technical criteria for HRD eligibility, and easy-to-place people who, because of red tape, were not established as cases.

In the small Centers, the client data was drawn from the caseloads of all the Job Agents. In the Centers having eight or more Job Agents, five Job Agents were picked randomly using alphabetical name order. Every third case was reviewed from the caseloads of the selected Job Agents. The caseloads varied in size from 15 to 52 clients per Job Agent.

Data collection from case records and interviews with Job Agents began in March 1971, and was completed in June and July. Although a few clients were interviewed, the data presented in this chapter was provided by the Job Agents and reflects their viewpoints.

A. Characteristics of Job Agent Clients

Clients Served. Although the client data was collected from Job Agent cases in Centers picked to reflect different characteristics, the overall client characteristics found in this study are close to the average for all Job Agent's clients reflected in a larger sample of 511 cases collected by HRD in December 1971.**

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*Computing assistance was obtained from the Health Sciences computing facility, U.C.L.A., sponsored by NIH Special Research Sources Grant RR-3

**"An Analysis of a Random Sample of Job Agent Clients," an unpublished report prepared by the Program Evaluation Section, Division of Job Training, Development and Placement, Department of Human Resources Development, March 1972. Specific data from the HRD Job Agent study are shown in Table I-A.

TABLE I-A

BASIC DEMOGRAPHIC CHARACTERISTICS

	Mean Value for Study Sample N=333	Mean Value* for HRD/JA Sample N=511	Mean Value** for HRD Registrants N=571,137
Age			
Mean Age (yrs.)	29.1 yr.		
Under 22	21.0%	22.1%	24.0%
22-44	71.2	70.0	59.3
45-54	5.7	5.7	10.9
55-64	1.5	1.6	4.7
65 & over	-	.6	.9
Unknown	.6		
Sex			
Male	71.8	65.6	65.3
Female	28.2	34.4	34.7
Ethnic			
Anglo	11.1	10.2	62.0
Black	52.0	46.8	15.2
Chicano	26.7	33.3	18.5
Asian	7.2	4.7	1.7
Other	3.0	3.8	1.8
American Indian	0.0	1.2	.5
Head of Household	86.8		
% of Clients with Dependents	62.5	66.5	NA
Grade Completed			
0-7	8.4	7.0	5.8
8-11	49.3	45.8	29.3
12	33.3	40.3	37.8
Over 12	6.9	6.8	27.0
Unknown	2.1		
Veteran	20.8	15.3	26.4
Welfare Recipient			
Current	33.4	34.3	15.6
Not Receiving	66.6	65.7	84.1
Criminal Record	42.6		
Length of Residence in Area	12.2 yrs.		
Clients for Whom Drug Abuse or Alcohol Seen by JA as a Problem	17.1%		

*Based on random sample of active and terminated clients Dec. 1971 in "An Analysis of a Random Sample of Job Agent Clients."

**Registered from 8-1-70 through 6-30-71, data derived from ESARS MA 7-15.

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TABLE I-B

CHARACTERISTICS OF JOB AGENT CLIENTS BY CENTER

	Center With Minimum Value								Average Value For All Centers							Center With Maximum Value	
Age																	
Mean age - yrs.	SAC	25.8	SF	27.0	AF	28.7	SD	29.2	29.1 yrs	CT	29.3	LB	29.8	WO	31.9	ELA	33.6
Under 22 - %	WO	0.0	LB	10.3	AF	12.8	ELA	13.3	21.1	SD	18.0	CT	29.0	SAC	41.7	SF	41.7
22-44	CT	45.8	SAC	58.3	SF	66.7	SD	74.0	72.2	ELA	75.6	LB	79.5	WO	85.7	AF	87.2
45-54	AF	0.0	SAC	0.0	SF	4.3	SD	6.0	5.1	LB	7.7	CT	8.3	ELA	8.9	WO	9.5
55-64	AF	0.0	SAC	0.0	SF	0.0	SD	2.0	1.5	ELA	2.2	LB	2.6	CT	4.2	WO	4.8
Sex - %																	
Male	SF	55.1	SAC	58.3	SD	68.0	AF	71.4	71.8	CT	79.2	LB	82.1	WO	90.5	ELA	91.1
Female	ELA	8.9	WO	9.5	LB	17.9	CT	20.8	28.2	AF	28.6	SD	32.0	SAC	41.7	SF	44.9
Ethnic - %																	
Anglo	CT	0.0	SF	4.6	AF	8.2	WO	9.5	11.1	SD	10.0	ELA	13.7	SAC	16.7	LB	38.5
Black	CT	0.0	ELA	4.4	SD	40.0	LB	41.0	52.0	SAC	47.2	WO	81.0	SF	84.1	AF	87.8
Chicano	CT	0.0	AF	4.1	SF	4.3	WO	9.5	26.7	LB	20.5	SAC	36.1	SD	46.0	ELA	84.4
Asian	AF	0.0	LB	0.0	SAC	0.0	SD	0.0	7.2	WO	0.0	SF	1.4	ELA	2.2	CT	91.7
Other	AF	0.0	LB	0.0	SAC	0.0	WO	0.0	3.0	SD	4.0	ELA	4.4	SF	5.8	CT	8.3
Marital - %																	
Single	AF	22.4	LB	30.8	ELA	34.9	SAC	41.7	40.8	SD	42.0	SF	44.9	CT	66.7	WO	66.7
Married	WO	14.3	SF	18.8	CT	25.0	SAC	30.6	35.0	ELA	37.2	SD	38.0	AF	53.1	LB	56.4
Divorced or separated	CT	0.0	LB	12.8	SD	16.0	WO	19.0	21.5	ELA	23.3	AF	22.4	SAC	25.0	SF	34.8
Widowed	LB	0.0	WO	0.0	AF	2.0	SAC	2.8	2.7	SD	4.0	ELA	4.7	SF	4.8	CT	8.3
Mean Education Level-yrs	ELA	9.8	CT	10.0	SD	10.2	LB	10.6	10.6	AF	10.9	WO	11.1	SAC	11.1	SF	11.2
Veteran - %																	
Yes	CT	4.2	SF	10.3	ELA	15.6	SD	20.0	20.8	SAC	22.9	AF	26.5	LB	33.3	WO	47.6
No	WO	52.4	LB	66.7	AF	73.5	SAC	77.1	79.2	SD	80.0	ELA	84.4	SF	89.7	CT	95.8
Criminal Record - %																	
Yes	CT	25.0	SF	27.5	LB	33.3	SD	34.0	42.6	SAC	47.2	AF	57.1	WO	57.1	ELA	66.7
No	WO	19.4	ELA	26.7	AF	38.8	SAC	52.8	54.1	LB	64.1	SD	66.0	CT	70.8	SF	71.0
Unknown	SAC	0.0	SD	0.0	SF	1.4	LB	2.6	3.0	AF	4.1	CT	4.2	ELA	6.7	WO	9.7

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TABLE I-B (cont'd)

	Center With Minimum Value				Average Value For All Centers				Center With Maximum Value
Drug or Alcohol Problem									
Yes - %	SAC 0.0	LB 5.1	SF 5.8	CT 12.5	17.1	WO 14.3	SD 16.0	AF 30.6	ELA 48.9
No	ELA 51.1	AF 69.4	SD 84.0	WO 85.7	82.9	CT 87.5	SF 94.2	LB 94.6	SAC 100.0
Welfare Status - %									
Never received	SAC 20.0	ELA 28.6	LB 30.8	AF 38.1	46.7	SD 49.0	SF 62.1	CT 75.0	WO 90.0
Not receiving now but have received within last two years	WO 0.0	CT 4.2	SF 10.6	SD 18.4	19.9	AF 19.0	SAC 28.0	LB 30.8	ELA 38.1
Currently receiving total	WO 10.0	CT 20.8	SF 27.3	SD 32.7	33.4	ELA 33.3	LB 38.5	AF 42.9	SAC 51.4
AFDC program	WO 10.0	CT 20.8	SF 22.7	ELA 23.8	27.8	SD 30.6	LB 30.8	AF 33.3	SAC 42.9
Other program	WO 0.0	CT 0.0	SD 2.0	SF 4.5	5.7	LB 7.7	SAC 8.6	ELA 9.5	AF 9.5
Length of Residence in Area - yrs.	CT 5.6	LB 7.8	SF 9.7	SD 10.1	12.2	SF 12.1	SAC 12.3	AF 16.4	SD 24.2
Employment Status 36 mos. prior to becoming J.A. client - %									
Employed	WO 55.0	SD 63.3	AF 70.2	ELA 73.3	75.4	SF 82.6	SAC 83.3	CT 83.3	LB 84.6
Unemployed	LB 15.4	SAC 16.7	CT 16.7	SF 17.4	24.6	ELA 26.7	AF 29.8	SD 36.7	WO 45.0
Number of Months Employed Out of 36	AF 14.4	SD 15.2	SF 15.7	ELA 16.2	16.2	LB 16.9	SAC 17.6	CT 18.1	WO 20.5
Longest Job Within Past 36 months	ELA 11.2	LB 11.6	AF 11.8	SF 12.4	12.5	SD 12.6	CT 13.1	SAC 14.5	WO 16.2
Average Wage on Longest Job - $	SAC 2.00	CT 2.00	SF 2.33	AF 2.38	2.34	SD 2.46	ELA 2.48	LB 2.50	WO 2.65
Income 12 Months Prior to Becoming Client - $	SAC 1,325	AF 1,659	SD 1,832	SF 1,998	1,921	ELA 2006	LB 2,202	CT 2,223	WO 2,675

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TABLE I-B (cont'd)

How Clients Get by While Unemployed - %	Center With Minimum Value								Average Value For All Centers							Center With Maximum Value	
Welfare	WO	16.7	SF	19.7	CT	23.8	ELA	24.4	35.3	AF	27.1	SD	43.5	LB	57.9	SAC	63.9
Relatives and Friends	WO	0.0	SAC	19.4	LB	15.8	ELA	24.4	30.4	SD	30.4	AF	35.4	SF	39.3	CT	66.7
Incarcerated	SAC	0.0	CT	0.0	SF	0.0	WO	0.0	13.5	LB	7.9	SD	15.2	AF	27.1	ELA	43.9
Hustling	LB	0.0	SAC	0.0	SD	2.2	ELA	7.3	9.2	SF	11.5	CT	14.3	WO	16.7	AF	22.9
Unemployment Insurance	AF	2.1	ELA	2.4	LB	2.6	SAC	2.8	8.9	CT	14.3	SD	15.2	SF	16.4	WO	25.0
Odd Jobs	AF	0.0	SAC	0.0	SD	2.2	ELA	9.8	7.6	SF	9.8	LB	13.2	CT	14.3	WO	33.3
Gambling or Stealing	SAC	0.0	SD	0.0	SF	0.0	WO	0.0	5.0	AF	2.1	ELA	2.4	LB	5.3	CT	52.4
Savings	AF	0.0	SAC	0.0	WO	0.0	ELA	2.4	4.0	SD	4.3	LB	5.3	SF	6.6	CT	9.5
Living w/ Someone on Welfare	CT	0.0	WO	0.0	SF	1.6	LB	2.6	3.6	SAC	2.8	SD	4.3	ELA	4.9	AF	8.3
Training Stipend	AF	0.0	LB	0.0	SAC	0.0	SF	0.0	2.0	WO	0.0	ELA	2.4	SD	6.5	CT	9.5

AF = Avalon Florence HRD Center
ELA = East Los Angeles Service Center
LB = Long Beach HRD Center
SAC = Sacramento HRD Center (West)

SD = San Diego Service Center
CT = San Francisco Chinatown North Beach HRD Center
SF = San Francisco Service Center
WO = West Oakland HRD Center

Job Agents serve substantially more minority group members, more welfare recipients, fewer high school graduates and more young clients than the Department as a whole.

Variations by Center. Job Agent client characteristics vary sharply from Center to Center reflecting fundamental differences in ethnic and socio-economic communities served, as well as differences in individual Center administrative practices and conceptions of the role of Job Agents. The Center-to-Center variations are in terms of age, sex, ethnic group, marital status, education level, welfare status, veteran status, criminal record, length of residence in the Center area, income and work experience, and problems of alcoholism and drug abuse. (Table I-B)

Client Income. For those who were employed in the year prior to becoming a Job Agent client and reported income, the mean income was $1,921. Those clients who had a job lasting two to three years out of the 36 months prior to becoming a Job Agent client received an average of $2,541 for the year. (Table I-B)

Sources of Support. About 15 percent of the Job Agent clients while unemployed lived on funds which were from illicit activities such as gambling, stealing, living with someone on welfare or hustling. Another 13.5 percent were incarcerated. Welfare was the source of income for 35.5 percent more, and 30.4 percent of the sample clients lived with relatives or friends while unemployed. (Table I-B)

Work Background. Job Agents appear to serve two groups: (a) the married working poor with relatively minor criminal records, low education, few drug or alcohol problems and stable work records, and (b) single or divorced young people who had somewhat better educations, had grown up in the Center neighborhoods, had a high frequency of criminal records and relatively higher incidence of drug and alcohol problems. (Table I-B)

Client Problems and Assets. The positive client asset of motivation as seen by the Job Agent appears as the most consistent predictor of which clients got training and which got jobs. Table II presents the responses of the Job Agents in 13 general categories. To prepare the data, each client was rated according to whether the Job Agent saw him as having the particular kind of problem or asset. The categories used closely correspond to categories used by HRD in what the Department calls a Barriers Rating Sheet. Since the Job Agents had not previously

TABLE II

CLIENT PROBLEMS AND ASSETS AS SEEN BY JOB AGENTS

	Work Skills		Work Experience		Education		Motivation		Personal Appearance	
	#	%	#	%	#	%	#	%	#	%
Problem	191	57.4	125	37.5	94	28.2	23	6.9	36	10.8
Asset	34	10.2	25	7.5	34	10.2	128	38.4	53	15.9
Ambiguous	3	.9	3	.9	1	.3	2	.6	0	0
No Entry	105	31.5	179	53.8	204	61.3	180	54.1	244	73.3

	Health		Legal Status		Labor Market		Transportation		Language Ability	
	#	%	#	%	#	%	#	%	#	%
Problem	69	20.7	141	42.3	65	19.5	68	20.4	34	10.2
Asset	32	9.6	2	.6	3	.9	6	1.8	20	6.0
Ambiguous	0	0	0	0	1	.3	1	.3	2	.6
No Entry	232	69.7	190	57.1	264	79.3	258	77.5	277	83.2

	Personal Characteristics	
	#	%
Clearly Negative	29	8.7
Somewhat Negative	64	19.2
Combination	43	12.9
Somewhat Positive	59	17.7
Clearly Positive	41	12.3
No Entry	98	29.4

	Drug or Alcohol	
	#	%
Problem	57	17.1
No Problem	276	82.9

	Financial	
	#	%
Very Serious Problem	28	8.4
Problem	113	33.9
Asset	11	3.3
Ambiguous	0	0
No Entry	181	54.4

been asked to note client assets, their reponses reflected spontaneous assessments of their client's situation.

While the personal appearance category simply reflects statements of "good" or "bad" appearance, the category of Personal Characteristics which may affect employability includes such positive comments as, "the person is bright," "emotionally stable," "mature," and "has a good family or marital situation." The negative characteristics include such comments as "the person is dull," "has poor test scores," and "is unstable."

Category	Problem	Asset
Work Skills	Inadequate skill Needs training Inappropriate skill	Adequate skills Marketable skills
Work Experience	Poor work history Short term jobs	Good work history Experienced
Education	High school dropout or lower	High school grad or better
Health	Bad	Good
Drug or Alcohol	Drug abuse, addiction, alcoholism, or drinking problem	
Legal Status	Criminal record Probation or parole Traffic tickets	No criminal record
Labor Market	Needs employment counseling Long time in institution Unsure of goals Unrealistic goals	
Transportation	Lacks transportation No driver's license No insurance, etc.	Has transportation

Category	Problem	Asset
Language Ability	Difficulty expressing self Poor language Monolingual Spanish only	

Stistical tests were performed to see if the problem and asset characteristics were related to the decisions and outcomes in the Job Agent program.

Results from these tests indicate that the client's motivation appears to be the most important, consistent predictor of which clients received training and jobs. A second result noted is that lack of education, measured both by the Job Agent's perception of the client and the client's failure to complete the 12th grade, was a significant characteristic of those clients who failed to complete training.

The third generalization is that drug or alcohol abuse, having a criminal record, and other characteristics of the seriously disadvantaged appear to be related to frequent dropout from training and to less likelihood of getting a job.

B. Client Needs

Special Needs. Seventy-six percent of the clients needed special assistance to solve problems felt by the Job Agents to effect their client's employability. Thirty-nine percent of the special needs involved transportation problems, 43 percent involved the need for "cash 'till first paycheck," or for food, or housing and 18.5 percent of the special needs were for the costs of working such as tools, union dues and child care. Fifty-five percent of the special needs were met and 45 percent were not met. (Table III)

More than half of the clients with special needs had problems requiring more than $75. Table IV shows the amounts needed and the amounts received for special needs.

TABLE III

SPECIAL NEEDS

	(1)		(2)		(3)		(4)	
	Clients With Need N=333		Needs Met Without Money		Needs Met With Money		Unmet Needs	
	#	%	#	%	#	%	#	%
Car	53	15.9%	3	5.7%	13	24.5%	37	69.8%
Other Transportation	102	30.6	36	35.3	37	36.3	29	28.4
Car Repair	12	3.6	1	8.3	4	33.3	7	58.3
Car Insurance	15	4.5	1	6.7	4	26.7	10	66.7
Drivers License	25	7.5	5	20.0	11	44.0	9	36.0
Traffic Tickets	21	6.3	8	38.1	8	38.1	5	23.8
Cash Till First Pay Check	78	23.4	0	--	26	33.3	52	66.7
Child Care	21	6.3	6	28.6	9	42.9	6	28.6
Food	83	24.9	19	22.9	32	38.6	32	38.6
Housing	93	27.4	21	22.6	29	31.2	43	46.2
Tools	10	3.0	1	10.0	5	50.0	4	40.0
Work Clothes	77	23.1	24	31.2	22	28.6	31	40.3
Union Dues	1	.3	0		1	100.0	0	0
Total Needs	591	100%	125	21.2%	201	34.0%	265	44.8%
Clients had No Special Needs	81	24.3%						
Client had Special Need	252	75.7%						

TABLE IV

MONEY FOR SPECIAL NEEDS

Amount Needed	(1) % of Clients In Need Ni + 252		(2) % of Clients Receiving Ni = 209	
	#	%	#	%
$ 1 - 75	126	50.0	165	78.9
76 - 225	48	19.0	29	13.9
226 - 375	47	18.7	8	3.8
376+	32	12.7	7	3.3

In the absence of the expected case service funds, the Job Agents were required to rely heavily on the Center petty cash funds and even on their own pocket books as shown in Table V.

TABLE V

Source of Funds	% of Clients Receiving From Source Ni = 209	
	#	%
Petty Cash	72	34.5
Special Welfare Allowance	69	33.0
Out of JA Pocket	26	12.4
Dept. Rehabilitation	9	4.3
Private Welfare	8	3.8
Loan	6	2.9
Other	19	9.1

Funds available to welfare recipients under the WIN program and the welfare special need allowances are far greater than the resources available to non-welfare recipients under MDTA. As a result, there have been occasions when Job Agent clients and other manpower clients have gone on welfare in order to be eligible for training and employment assistance.

C. Client Training

Prior Training. Nearly 30 percent of the clients had been in a manpower training program prior to becoming a Job Agent client. Sixty-five percent of those who had had prior training were placed in training after becoming a Job Agent client. The largest source of prior training was the California Department of Corrections, providing nearly 20 percent of the prior training. Of those who had prior training, 60 percent were unemployed following training and 30.6 percent had dropped out of training.

A basic assumption underlying AB 1463 and the idea of the Job Agent was that too high a proportion of training participants were unsuccessful either in completing their training or in gaining stable employment following training. The requirement for case responsibility and the 18-month follow-up period in AB 1463 were both founded on this assumption. The evidence that nearly 30 percent of the Job Agent clients had previously participated in manpower training tends to confirm the soundness of the original AB 1463 assumption that there was a need for improved performance of the manpower training system which might be met by more individualized assistance.

Training While a Job Agent Client. Fifty-eight percent of the Job Agent clients received training. Relative to their proportions of the sample:

- Young clients (under 30) received significantly more training than older clients (over 30);
- Women received significantly more training than men;
- Clients who had never been on welfare received significantly less training than those who were then receiving or had previously received welfare;
- Clients perceived by Job Agents as motivated received significantly more training than other clients.

Placement in training was completely unrelated to the client's level of education or whether he was perceived by the

Job Agent as having inadequate education or inadequate work skills, the commonly accepted reasons for providing remedial and vocational skill training.

A small number of client characteristics do appear as highly significant in the process of selecting clients for training. They are age, sex, welfare status and motivation. The patterns of training are summarized by age group in Table VI.

Another client characteristic which is highly related to training is sex with a substantially larger proportion of women clients receiving training than men clients. Table VII presents training patterns according to sex.

That the proportion of women who received training was markedly higher than their proportion in the sample may be because women, who make up a much smaller proportion of the Job Agent caseload, stand a better chance of getting training simply because of their smaller numbers. Another reason may be that there is a relatively strong demand for women in clerical, nursing, and other jobs which require entry training.

The significantly higher proportion of women who were placed in training than the proportion of women in the total client group may be closely related to the fact that proportionately more current and former welfare recipients received training than those who had never received welfare. Table VIII presents the pattern of training as related to welfare status.

The final client characteristic which is significantly related to being placed in training is the Job Agent's perception of whether the client was motivated. Table IX shows presentations of Job Agent's perception of the client in terms of motivation.

That client motivation appears as an important factor in the decisions by Job Agents to place clients in training is supported by the case-by-case reasons given by Job Agents as to why they put a particular individual in training. Table X presents the categorized responses by the Job Agents to the question about why they put particular clients into training.

Agencies Providing Training. The major sources of training were private vocational schools, providing 24.1 percent, MDTA Skill Centers, providing 23.7 percent, and private employers (on-the-job) providing 18.9 percent of the training. (Table XI)

TABLE VI

TRAINING PATTERNS BY CLIENT AGE GROUP*

Age Group	Placed in Training #	Placed in Training %	No Training #	No Training %	Totals #	Totals %
30 and over	62	49.2	64	50.8	126	100
Under 30	131	63.9	74	36.1	205	100
	193		138		331	
30 and over		32.1		46.4		38.1
Under 30		67.9		53.6		61.9
		100.0%		100.0%		100.0%

*X^2, 1 df, 7.264, significant at the 0.010 level

TABLE VII

TRAINING PATTERNS BY CLIENT'S SEX*

Sex	Placed in Training		No Training		Totals	
	#	%	#	%	#	%
Female	68	72.3	26	27.7	94	100
Male	125	52.3	114	47.7	239	100
	193		140		333	
Female		35.2		18.6		28.2
Male		64.8		81.4		71.8
		100.0%		100.0%		100.0%

*X^2, 1 df, 11.087 significant at the 0.005 level

TABLE VIII

TRAINING PATTERNS BY CLIENT'S WELFARE STATUS*

Welfare Status	Placed in Training		No Training		Totals	
	#	%	#	%	#	%
Never received welfare	72	48.6	76	51.4	148	100
Not now receiving but received within last two years	44	69.8	19	30.2	63	100
Now receiving welfare	69	65.1	37	34.9	106	100
	185		132		317	
Never received welfare		38.9		57.6		46.7
Not now receiving but received within last two years		23.8		14.4		19.9
Now receiving welfare		37.3		28.0		33.4
		100.0%		100.0%		100.0%

*X^2, 2 df, 11.135 significant at the 0.005 level.

TABLE IX

TRAINING PATTERNS BY JOB AGENTS' PERCEPTION OF CLIENT MOTIVATION

Motivational Perception	Placed in Training		No Training		Totals	
	#	%	#	%	#	%
Asset	87	68.0	41	32.0	128	100
Problem and no entry	105	51.7	98	48.3	203	100
	192		139		331	
Asset		45.3		29.5		38.7
Problem and no entry		54.7		70.5		61.3
		100.0%		100.0%		100.0%

*X^2, 1 df, 8.502 significant at 0.005 level.

TABLE X

JOB AGENT REASONS FOR PLACING CLIENTS IN TRAINING PROGRAM

	#	%
Client wanted and requested the training	123	44.6
Client had prior experience in area of training	41	14.9
Client showed aptitude	41	14.9
To upgrade client's skills	18	6.5
Training will lead to a good job	15	5.4
The only training program available	14	5.1
English language training needed	10	3.6
For the training stipend	3	1.1
Other	11	4.0
Total reasons	276	100.0%
Total clients	188	

TABLE XI

AGENCIES PROVIDING TRAINING TO JOB AGENT CLIENTS

Agency	# of Training Courses Offered	% of Training Courses Offered
Private Vocational Schools	55	24.1
Skills Centers	54	23.7
Private Employers (OJT)	43	18.9
Adult Education	18	7.9
Public Agencies (OJT)	16	7.0
Junior Colleges	10	4.4
Regional Occupational Centers	4	1.8
CEP Orientation	3	1.3
Apprenticeship	3	1.3
Other Agency	22	9.6
	228	100.0%

Agencies Paying for Training. MDTA paid for 50.9 percent of the training provided to Job Agent clients and the National Alliance of Businessmen's JOBS Program paid for 10.1 percent, the next largest amount. (Table XII)

Appropriateness of Training. Although initial field interviews indicated that many Job Agents felt that available training was inappropriate for their clients, Job Agents responded on a case-by-case basis that 84.4 percent of the training provided was in a suitable subject or occupation. While generally satisfied with the training provided, Job Agents felt that 64 percent of the clients who did not get training should have had training.

Completion of Training. At the time of final study data collection, 59.2 percent of those clients who had left training had dropped out without completing their course leaving 40.8 percent who completed the courses.

Job Agents' perception of a client as "motivated," has no apparent impact on the completion of training. Conversely, although neither a client's educational grade level nor the Job Agent's perception of a client as having an educational problem had any bearing on placements into training, significantly higher proportions of clients with "educational problems" and less than a 12th grade education dropped out of training.

The findings that successful completion of training is related to educational attainment appears to be part of a broader pattern of higher dropout rates for more disadvantaged clients. Compared to those who completed training, the dropouts consist of more men, fewer Anglos and Asians and more Blacks, have almost a year less education, have a higher incidence of criminal records, more welfare experience, although almost equal records of employment, 30.5 percent less prior income, and a higher evidence of drug and alcohol problems. Table XIII presents the characteristics of the clients who dropped training and those who finished training.

Assessing the significance of the rates for completion of training and dropouts from training is difficult because we would have had to follow the entire client sample until each trainee had either dropped out or successfully completed the training. Even if all of the clients still in training were to successfully complete their courses, the completion rate could not rise above 68.1 percent since 61 of the 191 clients had already dropped out.

Expecting all of the clients still in training to complete

TABLE XII

AGENCIES PAYING FOR TRAINING FOR JOB AGENT CLIENTS

Agency	# of Training Courses Supported	% of Training Courses Supported
MDTA-Institutional	66	28.9
Individual	43	18.9
On-the-Job	7	3.1
Sub-Total MDTA	116	50.9
NAB JOBS	23	10.1
WIN	13	5.7
Private Employer	13	5.7
STEP	9	3.9
Adult Education	9	3.9
Department of Rehabilitation	7	3.1
Public Agency	7	3.1
Concentrated Employment (CEP)	4	1.8
Client Paid Own	4	1.8
Other Source	21	9.2
Unknown	2	.9
	228	100.0%

TABLE XIII

TRAINING TERMINATION PATTERNS COMPARED WITH CLIENT CHARACTERISTICS

Characteristics	Dropped Training		Completed Training		Totals
	#	%	#	%	#
Age: Mean	28.35 yrs		28.38 yrs		28.36 yrs
Under 30	44	62.0	27	38.0	71
30 and over	16	51.6	15	48.4	31
Sex: Male	41	65.1	22	34.9	63
Female	20	50.0	20	50.0	40
Ethnic Group:					
Anglo	5	35.7	9	64.3	14
Black	33	66.0	17	34.0	50
Chicano	18	64.3	10	35.7	28
Asian	3	42.9	4	57.1	7
Other	2	50.0	2	50.0	4
Marital Status:					
Single	28	62.2	17	37.8	45
Married	19	61.3	12	38.7	31
Divorced	7	58.3	5	41.7	12
Separated	4	40.0	6	60.0	10
Widowed	1	33.3	2	66.7	3
Veteran: Yes	7	58.3	5	41.7	12
No	54	59.3	37	40.7	91
Welfare Status:					
Never received	15	46.9	17	53.1	32
Received in last 2 yrs	16	57.1	12	42.9	28
Now receiving	24	64.9	13	35.1	37
Not known	6	100.0	-	-	6
Mean Education Level:	10.5 yrs		11.2 yrs		10.8 yrs
Criminal Record: Yes	33	70.2	14	29.8	47
No	27	50.9	26	49.1	53
Drug or Alcohol Problem:					
Problem	18	81.8	4	18.2	22
No entry	43	53.1	38	46.9	81
Motivation: Problem	7	77.8	2	22.2	9
Asset	27	56.3	21	43.8	48
Other	27	58.7	19	41.3	46
Months Employed Out of Past 36:	13.8 mos		13.8 mos		13.8 mos
Longest Job of Past 36 months:	10.5 mos		11.1 mos		10.7 mos
Income in past 12 mos.:	$1,393		$2,004		$1,652

their courses is probably unrealistic. More realistic, given the already existing number of dropouts, is to expect that the final completion rate would not exceed the long term national completion rate for MDTA of 65.8 percent.* One of the assumptions underlying AB 1463 was that the rates of client completion of training and subsequently gaining stable employment needed improvement and could be improved through an individualized service program.

Assessing the impact of the Job Agents on the performance of the training programs is complicated by the circumstance that AB 1463 did much more than simply introduce a new class of manpower operators into an existing system. The bill carried with it the intention that more seriously disadvantaged clients should be served in the manpower programs and that "creaming" (i.e., picking the best qualified person) in order to promote high success rates should be avoided. The mandate to serve the seriously disadvantaged was taken on face value in the Centers and assessment of changes in completion rates must take into consideration that the trainees are probably more seriously disadvantaged than those in other manpower programs.

The role that client "motivation" apparently plays in placements into training, supported by the reasons Job Agents gave for placing clients, closely fits field observations that a different approach was adopted in the Centers in response to AB 1463. The new approach, departing from the prior practice of "creaming" was to use a "first come, first served" criterion. The idea of giving training to "highly motivated" clients fits the "first come, first served" criterion. The idea of giving training to "highly motivated" clients fits the "first come, first served" criterion since the client's desire for training or employment can be used as a substitute for more traditional testing and selection methods which emphasize academic achievement and lead to selection of the least disadvantaged.

A shift to a "first come, first served" selection criterion points toward one of the dilemmas in the California HRD program; nothing changed in the rest of the manpower or employment system. The training institutions, like all schools, continued to operate in their existing style which was calculated to favor the academically best qualified and to encourage completion by those with the best prior education.

The findings in this section point, in fact, to a painful irony: it appears that it is the seriously disadvantaged clients for whom AB 1463 was enacted, who are dropping out of training, while those with high school educations and other relative advantages, who have been successful right along in the manpower training program are still succeeding.

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*1972 Manpower Report of the President, p. 264.

If the seriously disadvantaged Job Agent clients are to avoid a high level of failure, changes must be made in the training system. If the Job Agents and Center management are not able to promote high rates of success for the seriously disadvantaged and the Department of Human Resources Development does not promote change in the training system, there will be pressure to reestablish creaming as the basis for selection and referral of trainees.

Employment After Training. Of the 103 clients who had left their training courses, whether dropped or completed, 41 left employed (39.8 percent) and 62 left unemployed (60.2 percent). Of the clients who finished training, 70.7 percent went directly into a job and 61 percent obtained jobs in their field of training.

Affect of Training on Employment. Clients who received training and were employed in permanent jobs received a slightly lower average wage than other clients placed in permanent jobs, but in some other respects had jobs of higher quality.

Table XIV presents the characteristics of the permanent jobs held by clients who received no training and clients who did receive training.

D. Employment of Job Agent Clients

Job Placement. Fifty-six percent of the Job Agent clients in the study sample who were not in training at the time of final data collection were placed in jobs. Of the total sample group, 40.8 percent were employed, 26.4 percent were in training and 32.7 percent were unemployed. The individual Center job placement rates ranged from 25 percent of those clients who were not in training to 77.8 percent.

Of the eight Centers, two had job placement rates higher than 70 percent, three had placement rates between 60 and 70 percent and the remaining three Centers had placement rates of 52.8 percent, 44.0 percent, and 25 percent. Our general impression is that placement rates for services to the disadvantaged of 60 percent or more are quite respectable compared with the general experience of other manpower programs.

TABLE XIV

QUALITY OF PERMANENT JOBS COMPARED WITH TRAINING STATUS

	EMPLOYED, RECEIVED NO TRAINING		EMPLOYED, RECEIVED TRAINING	
	Ni = 55		Ni = 54	
Wage	$2.94		$2.77	
	#	%	#	%
Unionized Employed	19	34.5%	16	29.6%
Civil Service	6	10.9	5	9.3
Professional Employment	5	9.1	11	20.4
Good Promotional Opportunities	23	41.8	28	51.9
Skill Level				
Unskilled	2	3.6	1	1.9
Low-Skilled	22	40.0	12	22.2
Semi-Skilled	26	47.3	37	68.5
High-Level Work Skill	5	9.1	5	9.3
Number of Employees in the Employing Organization				
1-25	15	27.3	14	25.9
26-300	9	16.4	13	24.1
300+	14	25.5	8	14.8
NK	17	30.9	19	35.2
White Collar	11	20.0	23	42.6
Blue Collar	43	78.2	31	57.4
NK	1	1.8		
Terminated Permanent Job	13	23.6	6	11.1

Clients who got jobs were distinguished from clients who were unemployed in the following significant ways:

a. 67.4 percent of the clients who were seen as motivated by the Job Agents got jobs compared to 51.1 percent of those about whom the Job Agents offered no opinion on motivation. Only 29.5 percent of those whom the Job Agents saw as unmotivated were employed.

b. 76.9 percent of those perceived as having an educational asset got jobs compared with 54.4 percent of those where the Job Agents offered no opinion and 50.0 percent for those who were seen as having an educational problem.

c. 64.3 percent of those clients who were not on welfare got jobs compared with 40.5 percent of those who were receiving welfare.

d. 66.7 percent of clients age 30 and over got jobs compared with 49 percent of those under 30.

e. Only 37.5 percent of those clients seen as having a drug or alcohol problem got jobs compared with 59.9 percent of all other clients in the sample.

f. 49.1 percent of the clients with criminal records got jobs compared with 62.5 percent of the clients without criminal records.

g. 77.8 percent of the Asian clients got jobs, 60.5 percent of the Black clients, 58.8 percent of the Anglo clients and 40.3 percent of the Chicano clients.

The data presented here should not be interpreted as simply saying that to increase job placements, Centers ought to immediately drop the seriously disadvantaged and find more job ready clients. One consideration involves the characteristics of the Center with lowest job placement rate and unquestionably the most seriously disadvantaged clients. The Job Agents of that Center took the intention of AB 1463 (to serve the seriously disadvantaged) to heart and committed themselves to serving this group which contained very high proportions of ex-cons, drug users, alcoholics, and high school dropouts. Consistent with the early HRD descriptions of the Job Agent position and the publicity surrounding the new program, this Center's Job Agents also sought to assist their clients by providing a broad range of social services and community action activities. The Job Agent's role, which was therefore not narrowly focused on training and job placement, was supported by the Center's management policies and organizational arrangements. Other Centers where the Job Agents also served very disadvantaged clients, but where they were much more narrowly focused on job training and placement, had job placement rates which were among the highest. For example, the Center with the second highest placement rate also had the second highest proportion of clients with criminal records, the second oldest group, and the fourth highest proportion of clients with drug or alcohol problems.

Tables XV a, b, and c present the final outcome data from the study.

Quality of Jobs. Seventy-two percent of the clients who were employed, held jobs which the Job Agents felt were permanent. The clients who were placed in jobs which the Job Agents felt were permanent, experienced an over all 26 percent increase in their hourly wage above their highest prior hourly wage rate. The clients' permanent jobs were also better jobs as measured by the increased number of jobs which were unionized, civil service, professional, had higher skill levels and were white collar over blue collar.

The theory of the dual labor market structure divides the market into primary and secondary sectors and postulates that the essential difference between the two sectors is that jobs in the primary sector are more stable. The job stability is thought to stem from job characteristics which protect the worker's employment rights, provide him financial security (retirement, insurance, and good wages) and make his continued employment important to the enterprise. Proponents of the dual labor market theory argue that failures in the manpower training programs have largely stemmed from the failure to move enough trainees into primary market jobs. We felt that the Job Agent objective of gaining 18 months employment for their clients implied that a transition would have to be made by their clients from secondary sector jobs into primary sector jobs. We therefore sought several measures of prior jobs and new jobs which were considered permanent which might suggest whether there were improvements in client's employment situation and movement into the primary sector of the economy.

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TABLE XV(a)

FINAL OUTCOME DATA ON JOB AGENT CLIENTS

	Employed		Unemployed		In Training		Total
	#	%	#	%	#	%	#
Number	136	40.8	109	32.7	88	26.4	333
Age (a)							
Mean	29.7 yrs.		29.3 yrs.		27.9 yrs.		29.1 yrs.
Under 30	72	35.1	75	36.6	58	28.3	205
Over 30	64	50.8	32	25.4	30	23.8	126
Unknown			2	100.0			2
Sex							
Male	95	39.7	84	35.1	60	25.1	239
Female	41	43.6	25	26.6	28	29.8	94
Ethnic (b)							
Anglo	20	54.1	14	37.8	3	8.1	37
Black	75	43.4	49	28.3	49	28.3	173
Chicano	25	28.1	37	41.6	27	30.3	89
Asian	14	58.3	4	16.7	6	25.0	24
Other	2	20	5	50	3	30	10
Grade							
11th or less	75	39.1	66	34.4	51	26.6	192
12th or higher	59	44.0	39	29.1	36	26.9	134
Unknown	2	28.6	4	57.1	1	14.3	7
Marital Status							
Single	52	38.5	48	35.6	35	25.9	135
Married	46	39.7	36	31.0	34	29.3	116
Divorced	18	56.3	6	18.8	8	25.0	32
Separated	16	41.0	15	38.5	8	20.5	39
Widowed	3	33.3	3	33.3	3	33.3	9
Other	1	50.0	1	50.0	-		2

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	Employed #	Employed %	Unemployed #	Unemployed %	In Training #	In Training %	Total #
Veteran							
Yes	25	36.2	20	29.0	24	34.8	69
No	111	42.4	88	33.6	63	24.0	262
Unknown			1	50.0	1	50.0	2
Welfare (c)							
Never received	71	48.0	39	26.4	38	25.7	148
Received in last 2 years	30	47.6	17	27.0	16	25.4	63
Currently receiving	30	28.3	44	41.5	32	30.2	106
Unknown	5	31.3	9	56.3	2	12.5	16
Criminal Record (d)							
Yes	53	37.1	55	38.5	35	24.5	143
No	80	44.4	48	26.7	52	28.9	180
Drug or Alcohol Prob. (e)							
Problem	18	31.6	30	52.6	9	15.8	57
No entry	118	42.8	79	28.6	79	28.6	276
Education (f)							
Problem	36	38.3	36	38.3	22	23.4	94
Asset	20	58.8	6	17.6	8	23.5	34
Ambiguous	-	-	-	-	1	100.0	1
No entry	80	39.2	67	32.8	57	27.9	204
Motivation (g)							
Problem	5	21.7	12	52.2	6	26.1	23
Asset	60	46.9	29	22.7	39	30.5	128
Ambiguous	-	-	1	50.0	1	50.0	2
No entry	71	39.4	67	37.2	42	23.3	180
Months Employed Out of Past 36	16.4 months		15.3 months		15.2 months		15.7 months

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	Employed		Unemployed		In Training		Total
Longest Job of Past 36 Months							
Not employed	38	40.0%	33	34.7%	24	25.3%	95
1 wk. - 1 yr.	51	41.1	41	33.1	32	25.8	124
1 yr. - 2 yr.	25	36.8	21	30.9	22	32.4	68
2 yr. - 3 yr.	22	47.8	14	30.4	10	21.7	46
Income in Past 12 Months:	$1,391.73		$978.36		$1,232.57		$1,187.22

Notes:

(a) $X^2 = 10.773$, df=2, significant to .005 comparing -- under 30, over 30 to independent variables (employed, unemployed, in training).

(b) $X^2 = 17.929$, df=6, significant to .010 comparing -- Anglo, Black, Chicano, Asian to independent variables.

(c) $X^2 = 12.127$, df=4, significant to .025 comparing -- never received, received within past 2 years, now receiving to independent variables.

(d) $X^2 = 4.270$, df=1, significant to 050 comparing -- criminal record, no criminal record to independent variables.

(e) $X^2 = 10.222$, df=2, significant to .010 comparing -- problem, no entry, to independent variables.

(f) $X^2 = 5.461$, df=1, significant to .025 comparing -- asset, problem-no entry, to employed, unemployed.

(g) $X^2 = 8.030$, df=1, significant to .005 comparing -- asset, problem-no entry-ambiguous to employed, unemployed.

TABLE XV(b)

FINAL OUTCOME DATA ON JOB AGENT CLIENTS BY CENTER

Center	Employed		Unemployed		Training		Total	
	#	%	#	%	#	%	#	%
Avalon Florence	19		17		13		49	100
East L.A.	9		27		9		45	100
Long Beach	16		10		13		39	100
Sacramento	11		14		11		36	100
San Diego	24		14		12		50	100
S.F. Chinatown	14		4		6		24	100
S.F. Service Center	32		14		18		69	100
West Oakland	11		4		6		21	
	136		109		88		333	

$X^2 = 26.596$, df=14, significant to .025.

TABLE XV(c)

	Employed		Unemployed		Total	
	#	%	#	%	#	%
Avalon Florence	19	52.8	17	47.2	36	100
East L.A.	9	25.0	27	75.0	36	100
Long Beach	16	61.5	10	38.5	26	100
Sacramento	11	44.0	14	56.0	25	100
San Diego	24	63.2	14	36.8	38	100
S.F. Chinatown	14	77.8	4	22.2	18	100
S.F. Service Center	32	62.7	19	37.3	51	100
West Oakland	11	73.3	4	26.7	15	100
	136		109		245	

Table XVI presents a comparison of the characteristics of the prior job of the client with his new job. In developing the table, we only included clients who the Job Agent felt had gained jobs which were expected to be permanent. In some cases Job Agents felt that a job was not permanent, even though it paid well, because it was his opinion that the client had the potential to get an even better job. The reverse was also true; a job might be low-paying and a client might not get free of welfare dependency, but given the labor market, the client's lack of skills, and the lack of resources to obtain those skills, the job should be considered permanent.

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TABLE XVI

COMPARISON OF PRIOR EMPLOYMENT AND PERMANENT JOB*

	PRIOR WORK HISTORY						CURRENT PERMANENT JOB					
	Total		In Permanent Job		Considered in Permanent Job Although in Training		Total		In Permanent Job		Considered in Permanent Job Although in Training	
	#	%	#	%	#	%	#	%	#	%	#	%
Number	83		77		6		111		104		7	
Highest hourly wage (mean)	$2.27		$2.24		$2.66		$2.86		$2.85		$3.04	
Union employment	8	9.6	7	9.1	1	16.7	36	32.4	33	31.7	3	42.9
Civil service	2	2.4	2	2.6	-	-	12	10.8	12	11.5	-	-
Professional	4	4.8	3	3.9	1	16.7	16	14.4	13	12.5	3	42.9
Good Promotional Opportunities	8	9.6	6	7.8	2	33.3	51	45.9	46	44.2	5	71.4
Unskilled labor	23	27.7	21	27.3	2	33.3	3	2.7	3	2.9	-	-
Low-level skill	32	38.6	30	39.0	2	33.3	35	31.5	34	32.7	1	14.3
Semi-skill	24	28.9	23	29.9	1	16.7	63	56.8	59	56.7	4	57.1
High level skill	2	2.4	1	1.3	1	16.7	10	9.0	8	7.7	2	28.6
NK	1	1.2	1	1.3	-	-	-	-	-	-	-	-
Number of employees in the employing organization												
1-25	30	36.1	30	39.0	-	-	29	26.1	28	26.9	1	14.3
26-300	8	9.6	7	9.1	1	16.7	22	19.8	20	19.2	2	28.6
300+	7	8.4	5	6.5	2	33.3	22	19.8	21	20.2	1	14.3
NK	37	44.6	34	44.2	3	50.0	38	34.2	36	34.6	2	28.6
White collar	14	16.9	14	18.2	-	-	35	31.5	33	31.7	2	28.6
Blue collar	60	72.3	56	72.7	4	66.7	75	67.6	70	67.3	5	71.4
NK	8	9.6	6	7.8	2	33.3	1	.9	1	1.0	-	-

*No record of prior employment for 28 clients who were placed in permanent jobs.

CHAPTER VI

SUMMARY AND CONCLUSIONS

AB 1463 was the first significant attempt by a state legislature to influence the operations of the Employment Service across-the-board. The Legislature's mandate was left to the reorganized State Department of Employment to implement. In the course of implementation, the Department grappled with a number of external and internal pressures and contradictions of a kind and severity it never before had to confront.

The external pressures alone appeared irreconcilable: pressures from Regional Manpower Administrator (RMA) for making larger numbers of placements (experienced as pressure to make "quick" placements); pressures from employers for qualified applicants with relevant experience; and pressures from disadvantaged clients for time consuming training, advocacy, placement and social services. To add to these complexities, the Department was responding to external political pressures to operate compulsory work programs for welfare recipients and administrative pressures to manage new programs, such as food stamps.

Internally, introducing Job Agents and attempting to change from a labor exchange model to a client development model created extraordinary stresses and conflicts. For the first time, the Department had to face making room for a variety of new highly placed members of minority groups with new objectives, interests, loyalties, and ideologies which conflicted with the traditions of the Employment Service and traditional personnel. It no longer was able to operate as a monolithic structure with one objective, one constituency and one technology of service delivery. The Department's sense of calm and order was disrupted by envy and resentment due to the preferential treatment of newcomers, and distrust and antipathy based on class, racial feelings and differences in ideology. It seems especially ironical that the department which, under AB 1463, was called on to lead state manpower development efforts was unable to integrate its work force by bringing minority groups into high status jobs without suffering intense trauma. The most paralyzing problem of all was the conflict between the goals of the State Legislature--expressed by AB 1463 and the client development/individualized service model it implies--and pressures from RMA to make placements (in the tradition of a labor exchange).

Because Departmental leadership was unable to resolve these conflicts and contradictions, Center management and staff struggled with them. Consequently, Center staff (often according to racial, class and professional group identification) created factions, aligning themselves with one or another of the pressures on the Department and played the advocate within the organization for the interests represented by those pressures. Each faction tended not to understand, recognize or acknowledge the legitimacy of the interests represented by the others, Rather, each faction accused the others of bad faith, racism, incompetence, cowardice or of being motivated by self-serving interests. The resulting paralysis impeded development of individualized client development services.

Considerable experience nevertheless had been accumulated in providing individualized services to disadvantaged clients and dealing with structural problems in the labor market. However, this experience was not accepted and integrated into the Department's fund of organizational wisdom so that it could be used. Rather, innovative variations in Center organization and Job Agent activities remained isolated in the Centers and persisted only through individual experimentation. The introduction of a level of Area Administrators in 1971, one of whose main functions appears to have been to assert more centralized control to increase placement rates, served further to stifle innovation in the Centers. With the reorganization of the Department, which became effective November 20, 1972, the Department came full circle back to the highly centralized bureaucracy it was in 1968 prior to the passage of AB 1463.

An unfortunate consequence of paralysis was the loss of focus once provided by the largely state supported Service Centers which once offered a wide range of social services to the disadvantaged. Under the Service Centers it would have been possible for personnel to provide social services without debating the relationship between those services and employability development.

To have built a new Department around the seven state Service Centers, as visualized in an early version of AB 1463, might have been immeasurably easier than the task facing the new HRD administrators following passage of the bill. The Service Centers were already racially integrated, had a clear commitment to the disadvantaged, were developing new individualized service techniques and were beginning to develop planning and performance evaluation tools. Building in employability development services might have been a logical next step for the Service Center program, and internal and external conflict and opposition would probably have been manageable. By contrast, reconstituting the Department of Employment to give priority service to the disadvantaged turned out to be a far different and much more difficult problem. Integrating the Service Centers into DHRD resulted in abandoning their concept of providing general social services to the disadvantaged--especially since the Department's recent emphasis on making placements.

Given the Department's inability to create a general unifying policy to reconcile the various conflicting pressures with which it has had to deal, individual HRD Centers drifted, each in search of a viable policy of its own. Most HRD centers gradually gravitated back to the ES labor exchange model -- which most traditional staff never abandoned.

Thus, although the first director of the reorganized Department, some of his associates, managers and other personnel down through DHRD appeared to have been committed to the implementation of AB 1463, its supporters were never numerous enough, strong enough, certain enough about what they were supposed to do or able enough to convice others of its legitimacy and the desirability of its priorities to create a powerful enough advocacy to overcome internal resistance to implementation. More important, the apparently irreconcilable differences between the Department and RMA, in view of RMA's control over funding, made the Department impotent to effect a fundamental shift from the labor exchange model.

A number of issues remain unresolved. First, no one yet knows to what extent which disadvantaged client groups can be helped in a manpower agency; or what kinds of resources would be required; or what kinds of services are required for what kinds of outcome; or which group of clients cannot be made employable regardless of the resources brought to bear. A related issue that that remains unsettled is deciding to what extent a manpower agency legitimately can provide individualized services: to whom (from a point of view of feasibility); what range of services; and for how long.

At the heart of these questions (quite apart from the constraints imposed by the Wagner-Peysor Act) is a lack of clarity in public policy. Different ideas are at issue about the mission of the national manpower agency. Which purpose(s) it is to serve: Placing clients into any employment might serve the interest of employers and taxpayers. Placing or helping clients become qualified for "meaningful" employment (leading to self-sufficiency) would serve the interests of the client, but might be costly for the taxpayer, at least in the short run. Producing ESARS statistcs serves the interest of the Employment service vis-a-vis Congress, but might ignore the long range interests of employers and clients.

At the level of the Job Agents, these same conflicts are experienced and expressed in controversies about emphasis on making placements vs. emphasis on other services to clients; making any placement, including in the secondary labor market vs. placement consistent with economic self-sufficiency; providing standard services vs. innovative problem-solving; limiting services to "legitimate" ones reportable on ESARS vs. engaging in "non-reportable" activities.

While the Job Agents were embroiled by these more basic issues, they were not the source of them. At least partly because of their provocations and visibility, they came to be perceived as the locus of conflict but were mistakenly looked upon as the source of it.

In one sense, they have embodied and symbolized the Department's conflicts. The Department's inability to resolve the problems resulted in the conflicts being finessed to the Job Agents. But the problems can be confronted only at the level at which the most important of them occur: between the expectations of the Legislature, those of RMA and now those of the Department leaders. At that level, the conflict is betwen state control of the Department and federal control; between the labor exchange model and a client development (HRD) model; between the goal of economic self-sufficiency and the goal of the largest possible number of placements; between a state system of assessment and ESARS.

Whether or not the Job Agent concept is workable within the ES system, indeed whether or not the concept will really be tested with case service funds and a staff training program awaits the resolution of conflicting state and federal manpower policies.

While the configurations described in Section I of Chapter Two represent only hypothetical or idealized Job Agents, they provide a number of alternative models from which a Department might choose in patterning the job of the Job Agent. All four configurations conceivably could have a place. But choosing the appropriate combination would depend very much on the overall conception the Department had of its mission, i.e., on the manpower policy guiding it.

With regard to goals for clients, the narrowest conception that would permit retention of the Job Agent program would be that the Department exists primarily to serve the goal of making placements, yet within its operation serving the disadvantaged. In that case, Job Agents would be restricted to activities directly associated with employment and would be directed to serve clients who are not severely disadvantaged. The "Network Manager" configuration might be the most relevant to this conception.

The broadest conception of Department mission (with regard to the client) might be that ultimate employment is a desirable goal but not the only legitimate goal and, perhaps, not necessarily the most desirable goal for all clients. In this case, the Department would recognize the legitimacy of intermediate goals that may promote the development of employability but do not necessarily lead directly to it. Concomitantly, the Department would have to accept the investment of time, the necessity for providing a wide variety of resources and the strong possibility of failure (in terms of employment) with the severely disadvantaged clients to whom it would extend service. The "Client Advocate" or the "Resources Manager" might be the Job Agent configurations most relevant to that conception.

If the Department included within its mission the making of structural changes in the manpower system at large, implying closer links with, responsiveness to and dependence on communities it serves and considerable political activism with employers and other organizations, the "Community Organizer" would be the most desirable configuration for the Job Agent stereotype. He would function as a link to the community, as a monitor of the services now being provided, as the person who identifies problem areas and mobilizes the Department and groups in the community for action to ameliorate those problems. If this conception were included in the Department's sense of mission, it might imply much greater decentralization and dependence on local groups -- like the Centers' Advisory Councils, which did not impress us as generally having much influence over the Centers.

All of the above conceptions are at least to some extent foreign to ES tradition, the system's conception of itself, the activities of its staff, its technology and its organization. To some extent, Employment Counselors and Community Workers have engaged in activities which resemble those in the Job Agent configurations, outlined above. However, the system appears never to have fully committed itself to their goals or fully supported their activities.

As things now stand, the system appears likely either to absorb the Job Agents by transmuting them into the image of traditional personnel doing traditional ES jobs, or to reject the Job Agents and AB 1463 as alien and unacceptable. None of the configurations or Job Agent models we have described is likely to survive unless the Department changes rather significantly. To provide room both for the very different activities implied by the "quick" placement and client development goals, the Department may have to adopt an alien notion (for it) that it is possible for different groups of employees to have different conceptions of what they are there to do. The Department would have to be able to tolerate and support a host of differences -- different styles, activities, procedures, ways of supervision and evaluation and different groups of personnel that serve different constituencies to which they can feel loyal.

It also seems quite evident that the Department would have to legitimize and provide incentives for pursuing a variety of activities and goals which it now seems unable to accept. That would necessitate developing an evaluation system to match whatever conception(s) of the Job Agent it would come to accept -- and rejecting ESARS as the primary evaluation tool for Job Agents.

APPENDIX A

ASSEMBLY BILL 1463 (1968)

Assembly Bill No. 1463

CHAPTER 1460

An act to amend Sections 7100 and 12803 of, and to add Section 11554.9 to, the Government Code, to add Section 3097 to the Labor Code, and to amend Sections 301 and 313 of, and to add Sections 301.5, 304, 327, and 328 to, and to add Division 3 (commencing with Section 9000) to, the Unemployment Insurance Code, and to amend Sections 18300, 18303, and 18305 of the Welfare and Institutions Code, relating to job training and placement, and making an appropriation therefor.

[Approved by Governor August 24, 1968. Filed with Secretary of State August 26, 1968.]

The people of the State of California do enact as follows:

SECTION 1. Section 7100 of the Government Code is amended to read:

7100. In implementation of Section 311 of Public Law 88-452, known as the Economic Opportunity Act of 1964, the Director of the Department of Human Resources Development may contract with school districts, housing authorities, health agencies, and other appropriate local public and private nonprofit agencies for the procurement, or construction of housing or shelter and to obtain services for migratory agricultural workers in the fields of education and sanitation, and to obtain day care services for the children of such workers.

SEC. 2. Section 301 of the Unemployment Insurance Code is amended to read:

301. There is in the Human Relations Agency the Department of Human Resources Development which succeeds to and is vested with the duties, purposes, responsibilities, and jurisdiction heretofore exercised by the Department of Employment. The provisions of this division shall be administered by an executive officer known as the Director of the Department of Human Resources Development who succeeds to and is vested with the duties, purposes, responsibilities, and jurisdiction heretofore exercised by the Director of Employment.

Whenever the term "department" or "Department of Employment" occurs, it shall mean the Department of Human Resources Development and whenever the term "director" or "Director of Employment" occurs, it shall mean the Director of the Department of Human Resources Development.

SEC. 3. Section 301.5 is added to the Unemployment Insurance Code, to read:

*301.5. The depart*ment succeeds to and has all the duties, powers, purposes, responsibilities and jurisdiction vested in the State Office of Economic Opportunity established in the Governor's office by executive order in September 1964, in the State Service Center Program authorized by the 1966 Second Extraordinary Session of the Legislature and established in the Governor's office by Executive Order 66-11, July 1966, in the Human Relations Agency with respect to the California Commission on Aging under the provisions of Chapter 5 (commencing with Section 18300) of Part 6 of Division 9 of the Welfare and Institutions Code, and under the provisions of Section 7100 of the Government Code.

Sec. 4. Section 304 is added to the Unemployment Insurance Code, to read:

304. Whenever a reference to this division is made in this article it shall also include Division 3 (commencing with Section 9000).

Sec. 5. Section 313 of the Unemployment Insurance Code is amended to read:

313. The work and functions of the department shall be segregated and allotted according to their nature into divisions. One division shall be designated the Appeals Division, one shall be designated the Division of Public Employment Offices and Benefit Payments, one shall be designated the Division of Job Training and Development, and one shall be designated the Division of Accounts and Tax Collections. There shall be such other divisions as the director may determine that the exigencies and nature of the work of the department require. Notwithstanding any other provision of this section, the director, with the approval of the Secretary of the Human Relations Agency, shall have the power, except for the Division of Job Training and Development, to reorganize functions created within any of the divisions referred to in this section or to reorganize in any other manner such divisions or to abolish any such divisions in such manner as is necessary to effectuate the purposes of this division and Division 3 (commencing with Section 9000) of this code.

Sec. 6. Section 327 is added to the Unemployment Insurance Code, to read:

327. The director shall advise the Governor of his responsibilities under United States Public Law 88-452 known as the Economic Opportunity Act of 1964.

Sec. 7. Section 328 is added to the Unemployment Insurance Code, to read:

328. The department shall:

(a) Conduct and administer the California Migrant Master Plan.

(b) Provide technical assistance to local agencies which operate community action programs of an antipoverty nature.

(c) Coordinate antipoverty efforts throughout the state, to the extent permissible under federal law, to avoid duplication, improve delivery of services, and relate programs to one another.

(d) Maintain liaison with the Federal Office of Economic Opportunity, county and city commissions on economic opportunity, citizens' groups and all other governmental agencies engaged in economic opportunity programs.

(e) Collect and assemble pertinent information and data available from other agencies of the state and federal governments and disseminate information in the interest of economic opportunity programs in the state by publication, advertisement, conference, workshops, programs, lectures, and other means.

(f) Plan and evaluate long-range and short-range strategies for overcoming poverty in the state.

(g) Mobilize public and private resources in support of antipoverty programs.

(h) Encourage participation by residents of poor communities in the development and operation of community action programs for their betterment.

(i) To the extent feasible, utilize the community action agency in the community to be served in the recruitment of personnel for the Division of Job Training and Development.

(j) Utilize and employ, to the fullest extent possible, consistent with efficient administration, persons from the economically disadvantaged areas in carrying out the provisions of Division 3 of this code.

SEC. 8. Section 11554.9 is added to the Government Code, to read:

11554.9. An annual salary of twenty-four thousand five hundred dollars ($24,500) shall be paid to the Director of Human Resources Development.

SEC. 9. Section 12803 of the Government Code is amended to read:

12803. The Human Relations Agency consists of the Office of Atomic Energy Development and Radiation Protection and the following departments: Social Welfare; Mental Hygiene; Rehabilitation; Public Health; Human Resources Development; and Industrial Relations.

SEC. 10. Section 3097 is added to the Labor Code, to read:

3097. The Department of Industrial Relations, Division of Apprenticeship Standards, shall provide services to the Department of Human Resources Development, as requested by and contracted for, with that department. Such federal funds as are available to the Department of Industrial Relations, Division of Apprenticeship Standards, for the purpose of developing and maintaining apprenticeship and on-the-job training programs for eligible persons described in Section 10500 of the Unemployment Insurance Code, shall be directed to the support of the Department of Human Resources Development clients.

The Division of Apprenticeship Standards shall continue in the Department of Industrial Relations but shall exert maximum effort to persuade sponsors of its registered, nonfederally funded, voluntary apprenticeship and on-the-job training programs to accept to the maximum possible extent the eligible persons as described in Section 10500 of the Unemployment Insurance Code.

The Department of Human Resources Development may request, within the limitations of the funds available to it for this purpose, assignment of at least one Division of Apprenticeship Standards consultant to each area designated by the Director of the Department of Human Resources Development. Such apprenticeship consultant services, when funded and requested, shall be provided to the area offices of the Department of Human Resources Development.

Sec. 11. Division 3 (commencing with Section 9000) is added to the Unemployment Insurance Code, to read:

DIVISION 3. HUMAN RESOURCES DEVELOPMENT

PART 1. HUMAN RESOURCES DEVELOPMENT ACT OF 1968

Chapter 1. General Provisions and Definitions

Article 1. General Provisions

9000. This part shall be known and may be cited as the Human Resources Development Act of 1968.

9001. The Legislature hereby finds and declares that it is essential to the health and welfare of the people of this state that action be taken by the state and federal governments to effectively and economically utilize federal and state funds for job training and placement services. To achieve this, it is necessary that:

(a) Explicit priorities be established for the allocation of these funds to ensure that they are first used to assist those in greatest need for job training and placement services;

(b) Definitive goals be established for the total system of job training and placement services to maximize the effectiveness of the system in assisting individuals to find and maintain gainful, competitive employment;

(c) Efforts be made to enlist the full support of private industry in securing jobs for enrollees of training programs, and a closer, more integrated and coordinated effort be established with the federal government as well as state and local public and private agencies involved in performing job training and placement services; and

(d) New approaches involving improved services and changes in traditional organization structures be used to assist persons in economically disadvantaged areas.

It is hereby declared to be the intent of the Legislature to concentrate and account for the funds available for job training and placement services in one state fund administered by a state agency whose functions shall be subject to periodic review by the Legislature and appropriate federal agencies, and to which is assigned the responsibility for the efficient administration of job training and placement services in this state and the allocation of these funds to the end that such funds will be more effectively utilized and will be directed primarily to those areas of the state with the largest concentrations of chronically unemployed persons.

It is the further intent of the Legislature (a) to maintain policy control over all job training and placement programs administered pursuant to this part to the maximum extent feasible, consistent with effective program operations, (b) to organize existing job training and placement programs now operating in the state into a coordinated system designed to remove employable persons from public dependency, and to enlist the full support of private industry in securing jobs for enrollees, (c) to use funds for job training and placement services in a flexible manner to provide needed services for individuals through contractual arrangements with public and private agencies, (d) to provide a unified system for timely delivery of improved job training placement and related services to eligible persons including individual case responsibility, an outreach effort to seek out those persons who need but do not apply for services, followup to insure that the needs of eligible persons and their families are met, dissemination of information and knowledge to residents of the economically disadvantaged area about available services, and location of services in areas readily accessible to those who need them, and (e) to involve members of each community in identifying the needs to be met and relating them to the services available in order to reduce the isolation of the disadvantaged from their government and the community as a whole and to improve their confidence in government at all levels.

9002. Subject to the provisions of Sections 9600 and 9605, the Secretary of the Human Relations Agency shall coordinate all job training placement, and related programs, conducted by state agencies, with the federal government and ensure that there is no duplication of such programs among state agencies and that all agreements, contracts, plans or programs conform to the provisions of this part. Any plan proposed to be submitted by any such agency to the federal government in relation to a job training, placement, or related program, shall first be submitted to the Secretary of the Human Relations Agency for his review. The Human Relations Agency may require state departments to contract with it for services to carry out the provisions of this part.

Article 2. Definitions

9100. Unless the context otherwise requires, the definitions in this article govern the construction of this part.

9101. "Department" means the Department of Human Resources Development.

9102. "Director" means the Director of the Department of Human Resources Development.

9103. "Division" means Division of Job Training and Development.

9104. "Chief of the division" means Chief of the Division of Job Training and Development.

9105. "State agency" means those agencies enumerated in Section 11000 of the Government Code.

9106. "Board" means the Job Training and Development Services Advisory Board.

9107. "Job training and placement services" or "job training and placement programs" means any job training, placement, or related services administered or supervised by the division or provided under contract with the department, directly calculated to increase employability or improve the employment of the individual.

9108. "Unemployed person" means a person who lacks a bona fide employment, suffers economic deprivation because of lack of employment, and is employable or capable of being made employable through the services available under this part.

9109. "Underemployed person" means a person who has a bona fide employment but whose employment, be it full time, or part time, or intermittent, is insufficient to provide an income adequate to avoid economic deprivation.

9110. "Economic deprivation" means annual income insufficient to enable the family or individual to meet the following standard, as determined by the director:

Cost of the Low Cost Food Plan of the United States Department of Agriculture for the Western Region of the United

States, as set forth by such department, adjusted for family size, multiplied by three.

9111. "Economically disadvantaged area" means an area composed of contiguous census tracts within urbanized areas, as defined by the 1960 census, wherein 20 percent of the families report annual income less than three thousand dollars ($3,000) according to the 1960 census, or comparable areas which because of technical factors cannot be isolated by census tracts or be isolated as a "contiguous" census tract. Such areas shall have a population of not less than 25,000. The definition set forth in this section and Section 9110 shall be reviewed periodically, and the director shall recommend necessary changes to the Legislature and the Governor.

9112. "Eligible person" means an unemployed person or underemployed person who meets the qualifications set forth in Section 10500.

9113. "Fund" means the Manpower Development Fund.

CHAPTER 2. DIVISION OF JOB TRAINING AND DEVELOPMENT

Article 1. Administration

9500. There is in the Department of Human Resources Development the Division of Job Training and Development which shall administer all job training and placement programs and services for eligible persons as defined in this part.

9501. The division shall be administered by the director through the chief of the division, who shall be a deputy director of the department. The chief of the division shall be appointed by the Governor, subject to the approval of the Senate, and shall hold office at the pleasure of the Governor. Two additional deputy directors shall be appointed by the Governor and shall hold office at the pleasure of the Governor.

9502. For purposes of administration, the director may establish such offices as are appropriate for the administration of this part. Offices administering programs under this part shall be established to the fullest extent possible in economically disadvantaged areas.

Article 2. Powers and Duties

9600. (a) The department shall represent the state in dealing with the federal government regarding the kinds and quality of job training, placement and related programs contained in the statewide plan described in subdivision (b), which are administered by or in the State of California pursuant to this part.

(b) The department shall develop a statewide plan and area plans to coordinate all programs pursuant to this part and shall present such plans annually to the Legislature. Such plans shall include, but not be limited to, the review required in Section 9604.

(c) The chief of the division is hereby designated as the Chairman of the Cooperative Area Manpower Planning System. The department shall utilize the Cooperative Area Manpower Planning System in developing its statewide and area plans. All state and local participants in the system shall cooperate to provide the information required for the statewide and area plans and in the implementation of those plans. All state and local participants shall give notice to the department of any proposed change in the plan or plans.

9601. The department may enter into any contractual agreements with public agencies, community action agencies, private organizations and individuals which are necessary to carry out the purposes of this part. Priority in contracts for services to carry out the provisions of this part shall be given to community action agencies, if the director determines that the agency can effectively provide such services.

9602. The director shall designate economically disadvantaged areas. These areas shall be priority areas for services provided under this part. To the fullest extent possible, offices shall be established within the boundaries of the disadvantaged areas designated by the director.

9603. The director shall employ necessary personnel including a staff of job agents, who shall be supervised by the chief of the division, sufficient to provide direct services to all persons enrolled in the job training and placement program in each economically disadvantaged area. Consistent with the requirements of civil service, the director shall give priority to the selection of job agents in accordance with Section 9605.

9604. The department shall establish and provide to the chief of the division an administrative information and evaluation review which shall provide complete files on all persons served under this part including, but not limited to, the following information:

(a) The number and characteristics of persons served;

(b) The services received by all persons served;

(c) The amount of funds expended on each person;

(d) The results of services in each case;

(e) Performance records of each job agent employed in each office, consisting of information on the number of training and employment plans successfully completed by the job agent each year;

(f) The availability of jobs for eligible persons served by each office;

(g) Information about the kinds and qualities of jobs created under provisions of this part, including salaries and wages paid;

(h) Information on the number of trainees in the program and the number of jobs estimated to be available in the area served by each office;

(i) An evaluation of the performance of job training and placement programs under contract with the department;

(j) A yearly analysis of the characteristics of the unemployed and underemployed persons in each economically disadvantaged area. The department shall utilize United States Bureau of Labor Statistics special surveys of subemployment in urban centers whenever available.

The department shall, to the extent feasible, utilize information compiled by other departments within the Human Relations Agency.

9605. The department shall:

(a) Be the sole state agency to approve and coordinate publicly funded job training and placement programs for eligible persons with private employers. The department shall approve programs administered by the division only if consistent with the plans developed under Section 9600 and other provisions of this part;

(b) Appoint an advisory committee of representatives of employers and employer organizations to enlist the advice and support of private industry in developing a statewide system for making jobs available to job trainees following successful completion of job training and placement programs;

(c) Develop controls to insure that job training and placement programs of the division meet existing labor market needs as viewed by employers. The department shall study training and personnel selection methods used successfully by private industry;

(d) Encourage placement of the eligible persons in public employment with the assistance of an advisory group representing state and local officials and representatives of economically disadvantaged areas appointed by the department;

(e) Evaluate the need for specific new public employment opportunities;

(f) Determine the kinds and quality of job training and placement programs necessary to provide placement in public employment for eligible persons and develop means to realign job tasks to develop greater employment opportunities for eligible persons;

(g) Cooperate with the State Personnel Board and local personnel officials to eliminate unnecessary barriers to the placement of eligible persons in public employment and to carry out the purposes of this part.

The State Personnel Board and other state and local agencies shall cooperate to the maximum extent feasible to achieve the purposes of this part.

9606. The director may enter into contracts for public and private job training and placement programs as may be required, and shall maintain quarterly projections of manpower needs in the public and private sector in each area.

9607. The division shall include the functions of the department pursuant to the Federal Manpower Development and Training Act.

9608. Such personnel, as determined by the director, transferred to the department under this part may function, in whole or in part, as job agents.

9609. The employees of the department shall be subject to the State Civil Service Act, except for exempt appointees. Members of the California Commission on Aging and officers and employees of the State Office of Economic Opportunity shall continue to be appointed by the Governor.

Article 3. Job Agents

9700. Job agents shall be selected for their ability to understand and work with persons to be served in the program pursuant to Section 9703, their educational background and other factors, including, but not limited to, military experience, related work experience and vocational training.

9701. The State Personnel Board shall prepare special examinations for job agents in accordance with criteria established pursuant to Section 9700. The director shall cooperate in the development of such examinations and shall utilize the probationary period to insure that these selection criteria are maintained. At such times as job performance standards have been developed and performance measurement is feasible, the director shall recommend to the State Personnel Board the establishment of a form of compensation for job agents pursuant to the provisions of Section 18852 of the Government Code. Such form of compensation shall be based primarily on the job agent's achievement in obtaining successful completion of training and employment goals by eligible persons.

9702. The chief of the division shall conduct training programs for job agents and shall provide job agents with any information necessary to carry out the provisions of this part. Such programs shall be developed in consultation with the board.

9703. The job agent shall provide each eligible person with such job training, placement and related services necessary to his employability on an individualized basis by means of the following:

(a) The development of a training and employment plan for each individual served;

(b) Procuring from public and private agencies and individuals the training and related services required by each individual eligible person;

(c) A continuing review and evaluation of each individual's progress up to and including placement and retention in employment for at least 18 months;

(d) A postemployment followup at intervals to be determined by the chief of the division;

(e) Assistance in overcoming obstacles which threaten to deter the progress of the eligible person through the various programs.

9704. The training and employment plan for each eligible person assigned to a job agent shall be considered successfully completed when the goal specified in the eligible person's plan has been achieved or after 18 months of continuous employment. The goal in each plan shall be related to the employment potential of the eligible person served.

Chapter 3. Job Training and Development Services Advisory Board

Article 1. Organization

10000. There is hereby created in the Department of Human Resources Development the Job Training and Development Services Advisory Board.

10001. The board shall consist of the following members:

(a) Eleven members appointed by the Governor with the advice and consent of the Senate. One member shall be a public member, one member shall be from the field of labor, one member shall be from the field of higher education, one member shall be from the business community, one member shall be from the agricultural community, one member from the field of apprenticeship training, one member from the field of public vocational education, one member from the field of private vocational education, and three members shall be persons residing in economically disadvantaged areas and who have demonstrated leadership in providing for the needs and interests of the economically deprived.

(b) Four members appointed by the Legislature. One member shall be a public member, one member shall be from the field of labor, one member shall be from the field of higher education, and one member shall be from the business community, two to be appointed by the Speaker of the Assembly and two by the Senate Rules Committee.

(c) The Committee on Rules of the Senate shall appoint one Member of the Senate and the Speaker of the Assembly shall appoint one Member of the Assembly. The Member of the Senate and the Member of the Assembly so appointed shall meet with the board and participate in its activities to the extent that such participation is not incompatible with their positions as Members of the Legislature. For the purposes of this part, the Members of the Legislature shall constitute a joint interim legislative committee on the subject of this part and as such shall have the powers and duties imposed upon such a committee by the Joint Rules of the Senate and Assembly.

(d) One member appointed by the State Board of Education.

(e) The chief of the division shall serve as a member of the board.

10002. The appointive members of the board shall serve at the pleasure of their respective appointing powers.

10003. The members of the board shall serve without compensation, except that each member shall be paid a per diem allowance of twenty-five dollars ($25) for each day's attendance at a meeting of the board, not to exceed six days in any month. The members of the board shall also receive their actual and necessary traveling expenses incurred in the course of their duties.

10004. The Governor shall select the board's chairman from among its nonlegislative members.

Article 2. Powers of the Board

10100. The members of the board shall meet at least six times annually at times determined by resolution of the board, except that special meetings may be called by the chairman.

10101. Ten members of the board shall constitute a quorum for the performance of any duty or exercise of any power of the board.

10102. All meetings of the board shall be open and public.

10103. The board shall:

(a) Study the statewide problems of job training and placement and submit annual reports to the director, the Governor and the Legislature, with suggestions and recommendations for administrative, executive, and legislative action.

(b) Advise the director on all matters referred by him to the board for recommendation.

(c) Review progress reports on the program, which shall be presented to the Governor at least once every four months.

CHAPTER 4. PROGRAMS

Article 1. Eligibility

10500. Money appropriated from the Manpower Development Fund shall be allocated as follows:

(a) Job training and placement funds and services allocable from state and federal sources pursuant to the provisions of Title IV of the Social Security Act relating to work incentive programs (Public Law 90-248) shall be allocated for public assistance recipients and potential public assistance recipients in a manner consistent with the provisions of that act.

(b) To the extent permissible under federal law, the department shall, in conjunction with and approval of the board, prepare and periodically review a plan which will allocate at least 75 percent of the remaining job training and placement funds and services to serve eligible persons in economically disadvantaged areas in such a way as to prevent discrimination by serving persons whose minority group characteristics coincide to the fullest extent possible with the minority group characteristics of the unemployed and underemployed in each economically disadvantaged area.

Money in the Manpower Development Fund shall be allocated according to the following priorities:

(1) Unemployed heads of households;

(2) Underemployed heads of households;

(3) Other unemployed and underemployed persons.

(c) Remaining job training and placement funds and services shall be used to serve other persons.

(d) Veterans shall be accorded priority pursuant to federal law.

CHAPTER 5. FISCAL PROVISIONS

Article 1. Manpower Development Fund

11000. There is in the State Treasury a Manpower Development Fund.

11001. Except as provided in Section 11004, all federal funds heretofore or hereafter paid or granted to the state or any state agency pursuant to any agreement, contract, plan or program authorized under any federal law enumerated in Sections 11002, 11005 and 11006 and all state funds enumerated in Section 11003 shall be deposited in the fund.

11002. Except as provided in Section 11004, funds paid or granted to the state or any state agency or shared with the state or any state agency pursuant to any agreement, contract, plan or program authorized under the following federal laws shall be deposited in the fund:

(a) Manpower Development and Training Act of 1962, as amended (P.L. 87-415, 87-729, 88-214, 89-15, 89-792, 89-794), except those funds contracted by the United States Department of Labor for the purpose of developing and maintaining apprenticeship and other on-the-job training programs for persons eligible under that act.

(b) Work incentive programs under Public Law 90-248.

(c) Any other funds made available under federal law for the purposes of this part.

Funds made available by the federal government under any of the acts described in this section for migrant workers shall be used to provide services for such persons.

11003. Notwithstanding any other provision of law and except as provided in Section 11004, funds appropriated under the following state laws or for the following purposes shall be deposited in the fund:

(a) Adult basic education benefits under Section 18601 of the Education Code;

(b) Funds appropriated for the support of state service centers;

(c) Any other funds made available under state law for the purposes of this part.

11004. Any funds enumerated in Sections 11002 and 11003 which the director determines are necessary to provide job training or placement services for individuals enrolled prior to the effective date of this part under any agreement, contract, plan or program in effect prior to such date shall not be deposited in the fund.

11005. Funds for job training and placement programs administered by the Federal Office of Economic Opportunity and made available to the state or any state agency shall be deposited in the fund in accordance with Sections 115, 213, 231, 241, and 635 of the Federal Economic Opportunity Act of 1967.

11006. Funds for job training and placement programs made available to the state or any state agency under the provisions of the Vocational Rehabilitation Act as amended by the enactment of the House of Representatives Bill No. 16819 of the 90th Congress shall be deposited in the fund.

11007. The director shall make every effort to secure to the fullest extent possible federal funds available for participation under this part and shall provide that effective and comprehensive placement and manpower information services are made available to eligible persons, both youth and adults, who are served by the division, using funds available to the department under Title IX of the Social Security Act, in accordance with a plan of service developed by the division and approved by the director and the United States Department of Labor as required by federal law and regulations. .

11008. The Secretary of the Human Relations Agency, in the same manner and subject to the same conditions as other state agencies, shall submit a program budget annually to the Department of Finance, including not only expenditures proposed to be made under this part, but also expenditures proposed to be made under any related program or by any other state agency, designed to provide services incidental to the job training and placement functions to which this part relates. The Human Relations Agency may require state departments to contract with it for services to carry out the provisions of this part.

Notwithstanding any other provision of law, authorized services to eligible persons, as defined in this part, provided by all state agencies, including, but not limited to, the Departments of Education, Industrial Relations, Rehabilitation and Social Welfare shall, to the fullest extent permitted by federal law, by contract or otherwise, be made available upon request of the director, and the approval of the Secretary of the Human Relations Agency, to the department for services to eligible persons.

To the extent feasible, the department shall utilize service centers authorized by the 1966 Second Extraordinary Session of the Legislature and established in the Governor's office by Executive Order 66-11 July 1966, to carry out the purposes of this act.

11009. All money in the Manpower Development Fund is hereby continuously appropriated for the purposes of this part, as follows:

(1) To the department; and

(2) For the purposes of Section 11006 of the Government Code, to the Human Relations Agency and the several agencies contained therein, and to the Department of Education.

11010. For accounting and recordkeeping purposes, the Manpower Development Fund shall be deemed to be a single special fund. Separate accounts shall be maintained within the fund for each source of funds received.

SEC. 12. Section 18300 of the Welfare and Institutions Code is amended to read:

18300. There is in the Department of Human Resources Development, to advise the Governor on the needs and problems of the senior citizens of California, the California Commission on Aging. The commission shall be composed of eight persons appointed by the Governor, subject to confirmation by the Senate, and selected on the basis of their demonstrated interest in the health, welfare, and happiness and the maintaining of adequate living standards for senior citizens in this state. The commission shall be advisory in character and shall not be delegated any administrative authority or responsibility beyond what is stated in this chapter. The Governor shall designate the chairman and vice chairman of the commission and commission members shall serve at the pleasure of the Governor. Commission members shall serve without compensation, but shall be reimbursed for any actual and necessary expenses incurred in connection with the performance of their duties under this chapter.

SEC. 13. Section 18303 of the Welfare and Institutions Code is amended to read:

18303. The commission shall prepare and render annually a written report of its activities and its recommendations to the Governor, through the Director of the Department of Human Resources Development, for improvements and additions to the existing efforts of state government on behalf of the senior citizens of California and to the ways the State of California could encourage and promote programs and services by local communities on behalf of their senior citizens.

SEC. 14. Section 18305 of the Welfare and Institutions Code is amended to read:

18305. The commission, with the approval of the Department of Human Resources Development, may be designated as the state agency for supervision of all programs of the federal government relating to the aging which are not the specific responsibility of another state department under the provisions of federal law or which have not been specifically entrusted to another state department by the Legislature.

SEC. 15. Except as otherwise provided in this section, this act shall become operative at such time as is recommended by the Director of the Department of Human Resources Development, and approved by the Secretary of the Human Relations Agency and the Department of Finance, but not later than January 1, 1970. On the effective date of the transfer of a function, the funds incident to such function shall be transferred to the department.

The appointment of the Director of the Department of Human Resources Development may be made on or after the effective date of this act and he shall assume such administrative functions and be vested with such powers provided for in this act as are necessary to carry out the provisions of this section. The director, immediately after his appointment, shall appoint such assistants as are necessary to plan and provide for the orderly assumption of those functions transferred to the department.

The director shall recommend that the act become operative when he has made all arrangements necessary to assure the effectuation of the transfer of programs and funds under the act in an orderly manner and with no disruption of functions and upon determining that sufficient funds and personnel for proper administration are available for implementation of the act.

SEC. 16. If any provision of this act or the application thereof to any person or circumstances is held invalid, such invalidity shall not affect other provisions or applications of the act which can be given effect without the invalid provision or application, and to this end the provisions of this act are severable.

SEC. 17. There shall be transferred to the Department of Human Resources Development all persons employed in any agency in exercising the powers of such agency which are transferred to the department by this act. Any person in the state civil service so transferred shall retain his respective position and status subject to the State Civil Service Act and other applicable provisions of law.

SEC. 18. Upon receipt of a formal ruling from the Secretary of Labor, or the Secretary of Health, Education, and Welfare or the head of any federal agency that any provision of this act cannot be given effect without causing the state's plan to be out of conformity with federal requirements or would result in decertification of provisions of the California Unemployment Insurance Code, and notification of intention to withdraw federal funds from the state, such provision shall become inoperative to the extent that it is not in conformity with federal requirements. The inoperative period of such provision shall not exceed 15 months from the date of the receipt of the formal ruling. The Director of the Human Resources Development Department, within the scope and consistent with the remaining provisions of this act shall, by rule and regulation, take the minimum action necessary to carry out the purposes of the remaining provisions of this act in conformity with federal requirements and to assure a continuation of such federal funds. The director shall adopt such rules and regulations only after holding a public hearing at which time federal officials shall be requested to document specific conformity, decertification or withdrawal of funds issues upon which the formal ruling or notification of the secretary or other federal official was based.

The director shall file with the Governor, the Secretary of State, the Secretary of the Senate and the Chief Clerk of the Assembly a statement of findings and conclusions developed at the hearing accompanied by a statement of his rules and regulations.

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Unless otherwise provided by law, such rules and regulations made pursuant to the provisions of this section, shall be effective for a period not to exceed 15 months from the date of such rules and regulations.

SEC. 19. Upon the receipt of notice from the Secretary of Labor that any provision of this act cannot be given effect without violating a provision or provisions of any contract with the Secretary of Labor, that provision shall become inoperative until January 1, 1970, to the extent it violates a provision or provisions of any contract with the Secretary of Labor.

SEC. 20. The Manpower Development Fund created by this act is the same fund as that fund in Assembly Bill No. 210 of the 1968 Regular Session.

SEC. 21. In the event of any conflict between the provisions of this act and the provisions of the Governor's plan for the reorganization of the executive branch of California state government submitted to the 1968 Regular Session of the Legislature, the provisions of this act shall control.

SEC. 22. This act shall not take effect unless Assembly Bill No. 109 is also enacted by the Legislature at its 1968 Regular Session.

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APPENDIX B

PASSAGE OF AB 1463 OF 1968

APPENDIX B

PASSAGE OF ASSEMBLY BILL 1463 OF 1968

A. Introduction and Summary

In 1968, the California Legislature passed Assembly Bill 1463, which established the California Department of Human Resources Development and the position of Job Agent within the Department. This study focuses on the Job Agent.

AB 1463, as far as we can ascertain, represented the most sweeping state legislative initiative in the joint Federal-State Employment Service since the service was established in the 1930's. Even though the bill had far reaching effects on the Employment Service in California, no report was presented stating the legislative intent in passing AB 1463. Partly because there was little record of its passage other than the bill itself, there has been confusion about the bill's objectives. This appendix, based on the somewhat fragmentary records, describes the passage of AB 1463 and the general intentions of its sponsors.

This appendix describes the formation of the bipartisan coalition which was essential to the passage of the bill. It then describes the sponsors' original intentions and, in response to U.S. Department of Labor opposition, the conversion of the bill from one which would have established a new manpower training and placement department to serve the disadvantaged separate from the Employment Service to one which required the reorientation of the Employment Service in California to give priority service to the disadvantaged.

B. The Bipartisan Coalition

On April 25, 1968, the Democratic and Republican leaders in the California Assembly joined Lieutenant Governor Robert Finch, Chairman of the state's Job Training and Placement Council and Assemblyman Leon D. Ralph, Chairman of a newly created Assembly Subcommittee on Urban Problems, at a joint press conference in the State Capitol to announce the unveiling of a "broad-scale revision and revitalization of California's job development and placement programs."* On the same day Governor Ronald Reagan issued a press release announcing his support of the program.

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*News release from the office of Assembly Speaker Jesse M. Unruh and Assembly Minority Leader Robert Monagan, April 25, 1968.

The legislative program announced at the joint press conference consisted of six Assembly bills which came to be known as the "Bipartisan Job Package." The major bills in the package were Assembly Bill 1463, principally authored by Assembly Speaker Jesse M. Unruh (D-Inglewood), which proposed to create a new Department of Human Resources Development in state government, and AB 109 by Assemblyman William Campbell (R-Hacienda Heights), which proposed to create regional California Job Development (CAL-JOB) Corporations to facilitate development of minority small business opportunities in urban poverty areas.*

1. Elements of the Coalition

The bipartisan legislative program represented a rare and powerful coalition of political leaders which developed during March and April of 1968 out of four essentially independent study and design efforts in the manpower field.**

The most visible manpower group was the California Job Training and Placement Council chaired by the then Lieutenant Governor Robert Finch. The Council was organized in early 1967 by the Governor and then established in state law during the 1967 Session as a two-year study and program development activity which would have specific proposals ready for the 1969 legislative session.***

In February 1968, the Council issued a compendious interim report reviewing all California's manpower training programs.****

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*The other bills in the package were designed to create job opportunities by making management assistance available for economic development in poor communities (AB 104 - Unruh), provide tax incentives for businesses to hire the disadvantaged (AB 1966 - Veneman), encourage banks to loan funds for ghetto economic development by placing surplus state funds in participating banks (AB 1777 - Monagan) and tighten up laws against discrimination in the apprenticeship programs (AB 1464 - Ralph).

**Building the bipartisan coalition in the 1968 Session was a political feat. There was built-in conflict during that session for many reasons, the most important being that 1968 was an election year. In the first three months of the year, before the bipartisan coalition was formed, there had been divisive partisan conflict over financing of Medi-Cal, welfare, Crippled Children's Services, public education, tax withholding and several other lesser issues.

***The California Job Training and Placement Council as established by Chapter 1105 of the Statutes of 1967 (SB 374, Burgener, R-La Mesa).

****California Job Training and Placement Council, Interim Report to the Governor and the Legislature, Sacramento, February 1968.

The interim report recommended two bills for immediate enactment (AB 210, Chappie, R-Cool, which set up the Work Incentive (WIN) Program and Assemblyman Campbell's AB 109, the CAL-JOB bill, neither of which had been developed by the Council) and several administrative proposals and issues for further study.*

A team in the Assembly Office of Research consisting at times of up to six professional staff, plus the Consultant to the Assembly Labor Committee and Michael Manley, Special Assistant to the Speaker for legislation, was the other large manpower study group. The team, headed by Robert Singleton, a consultant hired especially for the project because of his extensive background in manpower and economics, prepared proposals for the Speaker for the 1968 Session.

While the Job Training and Placement Council was anticipating another year's work to develop a "coordinated job training and placement system," Speaker Unruh, in a Detroit speech, announced legislation to establish a new division within the Department of Employment to be the single agency responsible for coordinating all job training and placement programs and to provide an unemployed person with any kind of employment services he might need.**

A key feature in the Unruh proposals was a new kind of government employee to be known as a "Job Agent." The work of the Job Agent would be:

- . . . defined by the needs of the people he serves, not by some civil service directive. This would be the job agent who would be given the responsibility of developing a job plan for the individual enrollee, contracting for the necessary services, and seeing to it that the plan actually leads to a job. This approach, depending as it does upon individual initiative and responsibility, would provide a personal

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*Ibid., pp. I-2.2 and I-2.3.

**Jesse M. Unruh, "A New State Role in Providing Jobs," a speech presented to a "Conference on the State: A Current Appraisal and a Forward Look," Detroit, Michigan, March 21, 1968. The desire to assert or reassert state leadership in public policy fields dominated by the federal government was one of the tenets of Unruh's ten year program to build up the California Assembly's professional staff capability. His Detroit speech makes clear that Unruh saw his manpower proposals as an excellent example of such an initiative. The speech also indicates that he was well aware that the initiative would require federal government approval since most of the funds involved were federal. The fact that his proposals were also a purely legislative initiative in an area previously dominated in California by the executive branch of government made them additionally attractive and satisfied one of the other tenets of the Assembly staff system: the Legislature should be independent of the executive branch and be able to develop its own solutions to public problems.

> quality that is so sadly lacking in most government programs for the disadvantaged.*

Another manpower activity in the Legislature was the work by the Minority Consultants on job creation proposals for the Assembly Republican leadership. The Republican group, in addition to preparing AB 109, the CAL-JOB Corporation bill, had developed AB 1966 (Veneman, R-Stanislaus) to provide tax incentives for businesses to hire the disadvantaged and AB 1777 (Monagan, R-Tracy) to encourage participation in the CAL-JOB program by placing surplus state funds in participating banks.

The final group working on manpower proposals was the Reagan Administration itself. In his January "State of the State' message, the Governor said that he would ask for establishment of a Department of Human Resources Development to stimulate job training and retraining. The Governor said the new department would cooperate with and continue the work of the Job Training and Placement Council when the Council's term expired in December 1968.

The Governor's Department of Human Resources Development proposal had been developed by Health and Welfare Administrator Spencer Williams and his staff.** As proposed in the "State of the State" message and the Reorganization Plan No. 1 of 1968, the new organization would consist of the State Service Center Program consisting of seven multi-service centers and the State Advisory Commission on Indian Affairs, both then attached to the Governor's Office, and the California Commission on Aging, then attached to the Health and Welfare Agency. The new department would require no additional expenditures and no substantive program developments were proposed.***

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*Ibid., p. I-9.

**The Health and Welfare Agency was the predecessor "superagency" to the Human Relations Agency which was established by Executive Reorganization in 1968. The Health and Welfare Agency was also continuing work on Project FOCUS (Fresno Organization for Coordination of Urban Services), an experimental manpower project in Fresno. After the passage of AB 1463, three Job Agents were hired as a pilot effort in Project FOCUS.

***Ronald Reagan, Governor, Reorganization of the Executive Branch of California State Government: Reorganization Plan No. 1 of 1968, February 1, 1968, pp. 37-40. The proposed HRD department did not include the State Office of Economic Opportunity, then also attached to the Governor's Office, although the Reorganization Plan noted that state OEO's activities were aimed at poverty prevention and reduction and would be "closely coordinated with the work of the Department of Human Resources Development" (p. 52).

The Reorganization Plan stated no connection at all between the proposed Department of Human Resources Development and the existing Department of Employment although the plan noted that the Department of Employment "has a special interest in the disadvantaged citizens and its federally funded training programs are specifically directed to the training and job placement of individuals from poverty areas" (p. 36).

The new department as proposed by the Reagan Administration would have "legitimized" the Service Center Program, as one participant-observer has commented, by giving it permanent departmental status. It would also have moved the Service Center Program away from its politically awkward tie to the Governor's Office.

2. Putting the Coalition Together

Speaker Unruh's Detroit speech on March 21 caught the Republicans in the Assembly and in the executive branch by surprise and caused them some dismay. The Speaker was moving into an area carefully cultivated by the Lieutenant Governor and was proposing legislation without consultation with and consideration for the work of the Job Training and Placement Council and the operating agencies involved in manpower.* The fact that the Speaker was proposing to place the whole manpower effort, including the Service Center Program, in the Department of Employment created apprehensions that the program would be swallowed up by the Employment Service.** The Department of Employment, which had about 150 staff assigned to the Service Centers, was viewed by the leaders of the Service Center Program as the arch foe of that program.

The Speaker's entry into the manpower field also raised fears that the other legislative manpower efforts, especially AB 210 (WIN) and AB 109 (CAL-JOB), might be killed in what was already an extremely partisan legislative session.

According to Albert Lipson, then the Chief Consultant of the Assembly Minority Consultants, the Republicans decided that if anything substantial was going to be done during the session, there would have to be an accommodation and bipartisan approach. The Speaker and his staff were approached by the Assembly Republican leaders and staff and a meeting was held which resulted in an agreement on a bipartisan legislative program. That agreement was then extended to include Lt. Governor Finch and, subsequently, Spencer Williams of the Health and Welfare Agency. Williams and his staff became very interested in a more ambitious program than that contained in the Governor's Reorganization Plan.

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*Lt. Governor Finch issued a press statement pointing out to Speaker Unruh that the Council was well on its way to making the "manpower training and placement programs more responsive to the special needs of the hardcore unemployed" and reminding him that "the Legislature took action last year to do the job he proposes" by establishing the Council. Fortunately for the subsequent coalition, the statement received little press coverage.

**Developments since passage of AB 1463 confirm that this was a well-founded fear. The general social service orientation of the intake units of the Service Centers has been almost eliminated in favor of an exclusive manpower orientation.

The essence of the agreement was that the Speaker would be the lead author on a bill creating a wholly new Department of Human Resources Development and the Assembly Republicans would gain Democratic support for the CAL-JOB program and the other related job creation bills.* Also meeting Republican wishes, there would be provisions in the HRD bill for contracts with private enterprises to provide manpower services.

According to Albert Lipson, gaining the Governor's support was of critical importance; to move without his endorsement would have made the ambitious effort much more difficult and likely impossible given the level of opposition which subsequently developed against the bill.

Several contacts were made by the Republicans with the Governor's Office and some of the key cabinet members. Spencer Williams agreed to prepare the cabinet memorandum proposing that the Governor enter the coalition. The cabinet memorandum implies that Speaker Unruh was agreeing to what was simply a more ambitious form of the Administration's HRD proposal.** The memo also suggests that a Health and Welfare Agency skeleton bill would be the vehicle. The Governor agreed to the bipartisan HRD program and issued his press release on the day of the Unruh-Monagan-Finch-Ralph news conference.

C. The Manpower Problems As Viewed By The Sponsors of AB 1463

The fundamental manpower problem as seen by the sponsors of AB 1463 was that in 1968 with California's unemployment rate relatively low at 4.6% and the national rate at about 4%, the

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*According to Mr. Lipson, the original legislative agreement included AB 210, the WIN bill, but this element was dropped by the time of the press conference because of apprehensions in the Governor's Office about the potential costs of the WIN program.

**The memorandum from Spencer Williams to The Honorable Ronald Reagan dated April 16, 1968, reads in part:

> Our Re-Organization Plan No. 1 contemplates establishment of a Human Resources Development Department in the Human Relations Agency for the purpose of administering and/or coordinating all job training and other similar poverty reduction programs. The Speaker is also in favor of a similar legislation providing for improved coordination of these efforts. His original concept was to place this responsibility in the Department of Employment. Mr. Al Lipson, Assembly Minority Consultant, working with the Speaker's staff, has secured their approval of the HRD approach. Their proposal would go even further, however, and establish a separate fund in the new Department to administer all existing job training programs, even those presently being administered by the Department of Employment, Industrial Relations, and the Department of Rehabilitation. Federal concurrence will probably be required

unemployment rates for the urban poverty areas were chronically high.* The Mission-Fillmore district in San Francisco had a rate of 11.1%; Bayside in Oakland, 12%; and South Central Los Angeles, 13%.** The subemployment (unemployment plus underemployment) indexes were 25% for the Mission-Fillmore district in San Francisco, 30% for Bayside in Oakland, and 33% for South Central Los Angeles.***

Speaker Unruh characterized the chronic urban poverty area unemployment problem as "prosperity unemployment" which is concentrated on those with few or no skills in contrast to the "depression unemployment" which "occurred across the entire occupational spectrum" and which had dominated the consideration of social and economic policy.**** Unruh argued that prosperity unemployment was qualitatively different and required different solutions.

The Assembly Office of Research study group had identified 20 manpower programs in California spending $200 million which were or should have been dealing with the urban unemployment problem. The programs had a number of serious weaknesses which prevented the state from having an effective manpower system.

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*No background report was published on AB 1463, although considerable draft material was written. This statement of problems as seen by the sponsors of AB 1463 is drawn from the draft report material, the summary statement distributed with the bill, the speeches of Speaker Unruh and an unpublished transcript of remarks on the bill by Robert Singleton to the Northern Region Job Agents and HRD Center managers in February 1971.

**California Legislature, Assembly Office of Research, "Concentrated Chronic Unemployment in California Cities: Summary Statement," undated, p. 1.

***Ibid. The estimates were taken from the following publications of the U.S. Department of Labor: Sub-employment in the Slums of Los Angeles, p. 4; Sub-employment in the Slums of San Francisco, p. 4; Sub-employment in the Slums of Oakland; p. 3; and A Sharper Look at Unemployment in U.S. Cities and Slums, p. 3. A method for calculating sub-employment rates is given in the Report of the National Advisory Commission on Civil Disorders (New York: The New York Times Company, 1968), pp. 257 and 264-265.

****Jesse M. Unruh, "Statement Before the U.S. Senate Subcommittee on Employment, Manpower and Poverty Concerning California's Efforts to Reorganize Manpower and Job Training Efforts and Programs," Washington, D.C., May 10, 1968, p. 4.

1. There was not enough money to reach the estimated 244,550 persons in California who were sub-employed. There were no overall priorities for the money that was available and, according to Robert Singleton, some of it went to "housewives learning ceramics." Even in the Manpower Development and Training Act (MDTA), which was shifting to serve the disadvantaged, less than 50% of the enrollees were from racial minority groups.

2. Most of the programs had rigid categorical limits which did not fit the multiple needs of the individual disadvantaged person. Clients often had to shop around for appropriate services and were forced to fit themselves into the program structure.

3. There was no fixed point of responsibility for the delivery of manpower services. Since an immediate connection between training and employment was seen as a critical factor in program success, the absence of one person responsible for finding or providing a job for the trainee was a major weakness in the system.

4. There was no fixed point of responsibility at the state level. Many agencies had partial programs and partial sources of information. The separate programs often had different funding processes which was a source of confusion for the disadvantaged.

5. There was no meaningful research and evaluation. Each of the programs had pieces of information required for an overall assessment, but no agency had a comprehensive source of information. Evaluation was further complicated by the conflict between each agency's need to succeed and the handicaps of the target population. No procedure existed for evaluating performance "weighted by the disabilities of the clients" and most of the programs did little or no followup to determine whether their trainees were successful.

The little evaluative information that did exist suggested that there ought to be a shift from institutional training programs to on-the-job training with support services. But there was no prospect under the current arrangements for continuing evaluation of program and policy alternatives.

6. There was a lack of jobs, especially in the unskilled and semi-skilled categories most immediately suitable to the disadvantaged. Existing job opportunities often had barriers to entry including racial discrimination and credential requirements.

7. The general impression was that none of the manpower programs "appears to work well," with the possible exception of the Department of Rehabilitation (DR) with its "individual casework approach." It was noted, however, that "DR does not have great experience with the disadvantaged and a simple transfer of their model to a new agency might not be sufficient."

The above comments are primarily those of Speaker Unruh and the Assembly Office of Research study team. The other coalition participants agreed with these views, but were more concerned about organizational issues. They were especially worried about the role of the State Service Center Program and the Department of Employment. Where the initial Unruh proposals announced in the March 21 speech would have created a new manpower division in the Department of Employment, the other participants insisted on the preservation of the Service Center Program.* An agreement was reached on a wholly new department to be built on the Service Centers.

D. AB 1463 As Announced At The Bipartisan Press Conference

The bill as announced at the joint press conference contained the following major provisions.

1. A new Department of Human Resources Development would be created as the single state agency responsible for directing and coordinating all manpower services in California. The department would be built on the State Service Center Program and would include the Department of Employment's functions under MDTA, the State Office of Economic Opportunity, the California Commission on Aging, the State Advisory Commission on Indian Affairs, and the Division of Apprenticeship Standards from the Department of Industrial Relations.

2. There would be a single fund for the new department, to be called the Manpower Development Fund, which would pool federal and state funds from MDTA, the federal and state Apprenticeship Acts, the federal American Indian Employment Act, the WIN program under Title IV-A of the U.S. Social Security Act, the Youth Opportunity Centers under Title III of the U.S. Social Security Act and the Adult Basic Education program.

The pool of funds would be used flexibly to meet the manpower training and placement needs of individual disadvantaged persons in accordance with a program budget which the Administrator of the Human Relations Agency was to prepare and submit each year to the Legislature. The degree of flexibility intended under the program budget has been characterized by several of the staff participants in AB 1463 as leading to the ability "to write checks for needed services" using funds from any of the sources.

In a speech to HRD Northern Region Job Agents in February of 1971, Robert Singleton commented that the "check writing ability" was necessary because, "One of the things that I found among many of the hardcore unemployed was a lack of faith in the people they were dealing with, mainly because these people who were supposed to provide services had no control over the system either." He added that if the money for needed services was available at the beginning the client would be more motivated, especially if there was a job waiting following training.

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*The new Division of Job Training and Placement in the Department of Employment as Unruh envisioned it would have drawn together the manpower functions such as MDTA and the incoming WIN program and separated them from the main employment service and unemployment insurance payments offices, which were at that time grouped together in a Division of Public Employment Offices and Benefit Payments under Albert B. Tieburg, Director of the Department of Employment under the previous Democratic Administration.

3. Priorities would be established for the use of the pooled funds to insure that those who needed the most assistance would get it. After the funds required for the WIN program were used for that purpose, 85% of the remainder would be used in a set of urban "economically disadvantaged areas" (EDA's) where 20% of the families report incomes less than $3,000. Within the EDA's, the funds would be spent with first priority for unemployed heads of households, then respectively to underemployed heads of households, other unemployed and underemployed males between 18 and 45 years of age, and finally to other unemployed and underemployed females between 18 and 45 years of age.

Singleton commented in his speech to the Job Agents that the funds were targeted for the urban areas because the employment problems were most acute there and because the study team felt that rural areas needed special programs tailored to their special problems. He also noted that while there was not enough money focused on the poor, the U.S. Department of Labor was stepping up the amounts it was devoting to the hardcore unemployed and "California ought to preempt them and just go faster and devote most of their money on the poor as a priority group."

4. The key to the new organization would be Job Agents who would be responsible for all aspects of a client's services from intake to finding a job. As the draft report material says, the Job Agent was "intended to be the direct unifying element in the total government effort." Job Agents were to be selected for their ability to understand and work with disadvantaged persons.

Clients would no longer be processed; instead, the Job Agent would supervise or carry out procedures himself and would be the client's advocate in obtaining all services the client needs. "The Job Agent is, in fact, intended to be a total employment agency himself."

Job Agents were expected to become experts in arranging services and knowing which programs and methods succeed. They would provide continuing psychological support for the clients and would make sure that accumulated problems did not overwhelm clients while they were in training.

Job Agents would be more efficient in organizing a client's program than a set of people trying to fit the client's needs into existing structures.

An overall need of the system was for planning and feedback and the Job Agents were seen as "a source of regularly collected information about typical client problems and malfunctions of other agencies."

The draft material says it was intended that a "Job Agent would eventually, at least, have power to require all necessary agencies to serve his client" and he would have the power to contract with private agencies for services. Job Agents would develop a "training and employment plan" for each client which was related to the individual's employment potential. The bill said, "No plan shall be considered successfully completed achieved until the person has maintained employment for at least 18 months." To "insure that the most employable do not absorb most of the services for 'instant success,' incentive pay for superior service to difficult persons is provided."*

Although it was expected that Job Agents would be recruited from many sources, primarily outside of state government, and that many of them would have some relevant skills, it was assumed that no agency had yet truly succeeded in serving the disadvantaged and therefore there was no waiting supply of fully trained people. The draft material and the bill itself make clear that an effective Job Agent training program was viewed as essential for success of the program.

5. The new department was to strongly emphasize research and evaluation. The bill as introduced and passed lists ten required types of information and analysis.** The draft report material indicates that the Office of Research study group was especially interested in the characteristics and needs of the unemployed and underemployed population, including their location relative to sources of work. They were interested in the overlap between the manpower programs and other programs such as welfare and criminal justice because of the feeling that savings in other public programs must be considered if the benefits of providing manpower services to seriously disadvantaged people were to outweigh program costs.

The study group felt that research ought to focus on the job market with special attention given to the expanding service occupations which could be opened to the disadvantaged. A catalogue of programs was desired, both for program evaluation purposes and as a source of information for Job Agents. The study group was especially concerned that there be a careful assessment of the possible advantages of on-the-job training vs. the dominant pattern of institutional training.

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*California Legislature, Assembly Office of Research, "SUMMARY: A.B. 1463 (UNRUH)," undated.

**State of California, Unemployment Insurance Code Section 9604. Appendix A, page 116.

6. Experimentation was considered essential for the new department. Since there was little known about working with the disadvantaged it was felt that new approaches should be tried. The provisions in the bill for contracts with private agencies was to be a major source of experimental opportunities.

7. Although the focus of the bill was to build an effective manpower service system, there was great concern about the supply of jobs. In his speech Singleton commented that a "veterans preference" type of hiring system was considered for the hardcore disadvantaged who completed training. The bill as announced carried a provision which would give preference in the awarding of state contracts to firms that use employees trained under the new department's programs.*

The bill called for a private employer advisory committee to help open job opportunities for department clients. A comparable advisory committee of state and local government officials was called for to help open public employment opportunities. The emphasis on public employment reflected the study group's awareness of increasing interest in ideas like public "employer-of-last resort."

It was expected that Job Agents would do effective job development to insure that jobs directly followed training. The study group saw job restructuring as an essential departmental concern.

8. The department was to have a Job Training and Placement Services Advisory Board with members from business, labor organizations, higher education, and residents of the economically disadvantaged areas. The Legislature and the Governor were to make appointments and a Senator and an Assemblyman were to serve on the board and constitute a permanent joint legislative committee with the work of the new department.

E. Opposition to AB 1463

Opposition to the bill came from two major sources, the U.S. Department of Labor (DOL) and the Division of Apprenticeship Standards (DAS), along with the Division's labor union supporters.

From the viewpoint of the bill's sponsors and their staff, the Department of Labor's opposition represented not only that Department's own concerns (nearly all of the money involved was their money), but also the opposition of the career staff of the State Department of Employment. The 22 page analysis of AB 1463 by the Department of Employment indicated that the bill in its original form would have transferred 1,781 of the Department's

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*The bids of such firms could not have exceeded lowest bids by more than 5%.

7,349 staff (expressed as position equivalents) to the new manpower agency.* Those staff positions were budgeted at $15,683,209 and coupled with $18,332,262 in MDTA training allowances would have resulted in a shift of $34,015,471 from the Department of Employment's $648 million budget. As one of the Department's internal papers analyzing the bill said, "The transfer of these positions and funds would return the Department to its traditional employment security service functions which was its role before the advent of the manpower training programs."

Although many of the participants attest to the intense opposition of career leaders in the Department of Employment, the Department's official position throughout the bill process was neutral. Opposition to the bill through normal administrative channels was impossible because of the unprecedented agreement by Governor Reagan to join Speaker Unruh, Minority Leader Monagan and Lieutenant Governor Finch as a co-sponsor of AB 1463. Because the Administration channel of opposition was cut off, the only course of opposition was through allies in the Bureau of Employment Security in the Department of Labor.

The Department of Labor did not mobilize its opposition until after the bill had cleared the Assembly at the end of May. Advocates for the Division of Apprenticeship Standards were apparently more active in the Assembly, but were unable to muster significant voting opposition to the bill.

After the bill was assigned to the Senate Governmental Efficiency Committee, Stanley H. Ruttenberg, Assistant Secretary of Labor and Manpower Administrator, sent a long telegram to the chairman of the committee describing four major conflicts between AB 1463 and federal law and indicating that the Secretary of Labor would probably be forced to cut off the federal DOL funds to California, estimated at that time to be about $600 million. The telegram read in part:**

> CALIFORNIA ASSEMBLY BILL 1463 AS AMENDED MAY 23 CONFLICTS WITH REQUIREMENTS OF WAGNER-PEYSER ACT, AND OTHER FEDERAL LAWS. ENACTMENT OF A.B. 1463 WOULD NECESSITATE CALL FOR HEARINGS BY SECRETARY OF LABOR ON WITHHOLDING OF FEDERAL GRANTS FOR EMPLOYMENT SERVICE AND UNEMPLOYMENT INSURANCE AND ON TERMINATING MDTA AGREEMENT. THE 4 MAJOR CONFLICTS ARE: (1) FEDERAL STATUTES REQUIRE THAT FEDERAL TRAINING AND PLACEMENT MONEYS MADE AVAILABLE TO STATES BE SPENT FOR THE PURPOSES FOR WHICH THEY ARE

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*State of California, Department of Employment, Division of Administrative Services, "Department of Employment Staff and Funds that Would Be Affected if AB 1463 is Enacted in Present Form," Sacramento, May 6, 1968.

**Telegram from Stanley H. Ruttenberg, Assistant Secretary of Labor and Manpower Administrator to Senator Richard J. Dolwig, Chairman State [sic] Committee on Government Efficiency, June 6, 1968.

> MADE AVAILABLE AND IN ACCORDANCE WITH THE AUTHORIZATION AND APPROPRIATION STATUTES; A.B. 1463 CALLS FOR COMMINGLING FEDERAL FUNDS WITH STATE FUNDS, AND ALLOCATING SUCH FUNDS IN ACCORDANCE WITH STATES ESTABLISHED PRIORITIES AND DETERMINATIONS. (2) THE FEDERAL STATUTE ON EMPLOYMENT SERVICE REQUIRES THAT SERVICE BE GIVEN TO ALL "MEN, WOMEN AND JUNIORS": A.B. 1463 WOULD LIMIT PLACEMENT SERVICES BY ANY STATE AGENCY TO CERTAIN NEEDY CATEGORIES. (3) FEDERAL EMPLOYMENT SERVICE STATUTE ALSO REQUIRES A SINGLE STATE EMPLOYMENT SERVICE AGENCY; A.B. 1463 WOULD CREATE DUPLICATING EMPLOYMENT SERVICES. (4) FEDERAL STATUTES ON UNEMPLOYMENT INSURANCE REQUIRES THAT UNEMPLOYMENT INSURANCE BE PAID THROUGH PUBLIC EMPLOYMENT OFFICES, AND THAT IT BE PAID WITHOUT REGARD TO INDIVIDUAL ECONOMIC NEED: A.B. 1463's PROVISIONS FOR EMPLOYMENT SERVICES ON THE BASIS OF ECONOMIC NEED CONFLICT WITH THESE REQUIREMENTS.

Following receipt of the telegram and a conference between legislative staff and Ruttenberg, the bill was amended substantially with the most important amendment shifting the whole program back to the Department of Employment, but renaming that department the Department of Human Resources Development and creating a separate manpower division within the newly named department. In spite of the extensive amendments, the last of which occurred on July 1, Robert C. Goodwin, Administrator, Bureau of Employment Security, DOL, spoke against the bill on July 3, 1968. He noted the extensive amendments and indicated that he and his staff had not had time to review them thoroughly, but said that there were still substantial conflicts with federal law and that California still risked losing federal funds.

Goodwin indicated that:* (1) The continued intention to pool the available MDTA money and use it according to individual client needs would conflict with the requirement that MDTA funds be spent in accordance with a plan agreed upon by the federal and state governments; (2) the requirement that the Job Training and Development Division serve only "eligible persons," with the Public Employment Offices and Benefit Payment Division serving everyone else, would conflict with the Wagner-Peyser Act requirement that each office serve everyone; (3) the apparent intention that the new division would be autonomous within the department meant that there would still not be an effective "single state agency with all of the powers necessary to cooperate with the United States

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*"California Assembly Bill 1463: Testimony of Robert C. Goodwin, Administrator, Bureau of Employment Security, United States Department of Labor, before the California Senate Committee on Government Efficiency," July 3, 1968.

Employment Service . . ." as required by the Wagner-Peyser Act;* and (4) a separate organization or even separate employment service and HRD offices would put undue pressure on Unemployment Insurance (UI) claimants and would defeat the object of UI that "Claimants receive appropriate help in reemployment irrespective of economic need."

Following the hearing, Speaker Unruh, Lt. Governor Finch and Minority Leader Monagan issued press releases and letters condemning the Labor Department for its opposition to AB 1463.** Unruh called the DOL testimony a denial of the "creative federalism" espoused by President Johnson and claimed that the DOL representative failed, despite a promise, to address his testimony to the bill in its amended form. Finch felt the Labor Department "used specious arguments and implied threats to oppose a central feature of this legislative package." Monagan indicated that California would continue to try to cooperate with the Labor Department, but warned, "If, however, you [the Labor Department] choose to obstruct our efforts, we may continue to be frustrated by bureaucratic waste and inefficiency, and our disadvantaged citizens will suffer the consequences." California Senator George Murphy made a Senate floor speech in which he said that he was "shocked" over "the highhanded manner in which the Labor Department of the U.S. Government dealt with the State of California." Senator Murphy's speech and the letters and press statements referred to above were printed in the Senate Congressional Record.***

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*The debate over AB 1463 might have been substantially different if the Intergovernmental Cooperation Act (ICA) of 1968 which permits waiver of "single state agency" requirements had then been law. Section 204 of the ICA says, "Notwithstanding any other Federal law which provides that a single state agency . . . must . . . administer . . . any grant-in-aid program, the head of any Federal department or agency administering such program may . . . waive the single state agency . . . provision upon adequate showing that such provisions prevents the establishment of the most effective and efficient organizational arrangements within the state government . . . . Provided, that the head of the Federal department or agency determines that the objectives of the Federal statute authorizing the grant-in-aid program will not be endangered by the use of such other state structure or arrangements."

**An internal legislative working paper titled "Federal Issues Re Job Development and Training Package" says that, "Federal officials informally indicated after the hearing that they were acting on orders from Washington to oppose the bill." The paper also said, "Witnesses at the hearing admitted that the decision as to whether or not California programs were out of conformity with federal law was a discretionary matter with the Secretary of Labor. There is little doubt that the program could be effected if he were willing to allow it."

***Congressional Record--Senate, July 15, 1968, pp. S8608-S8611. A summary of the California bills was also published in the Record.

Ruttenberg responded individually to the California letters and to Senator Murphy and asked that his reply also be printed in the Record.* Ruttenberg felt that the material Senator Murphy had put into the Record "presented an inaccurate picture of the Department's position and activities . . ." Ruttenberg indicated that the "Department has always supported the bill's stated objective" to improve manpower services to the disadvantaged. He said that since the testimony by Goodwin, the Department had continued to work with the California Legislature and that on July 15, the day of Murphy's speech, Charles Odell and Curtis C. Aller, Manpower Administration officials, made a trip to California and offered further testimony on behalf of the Department on AB 1463. Odell and Aller had offered some amendment suggestions which had been accepted and Ruttenberg felt "that the framers of the legislation are satisfied with the result . . ."

According to Aller, between July 3 and July 15 he went to Ruttenberg and suggested that DOL ought to call a halt to the conflict and do what it could to let the local initiative take place. Aller said the Department had been put into a political box which he and Ruttenberg resented because it had trapped them into a position which was contrary to their expressed desire to encourage local initiative and innovation and to reorient the Employment Service to serve the disadvantaged.**

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*The index for the Congressional Record shows no entry for Ruttenberg's letter.

**See Stanley H. Ruttenberg and Jocelyn Gutchess, The Federal-State Employment Service: A Critique, The John Hopkins Press, Baltimore 1970, in which he advocates the reorientation of the Employment Service to serve the disadvantaged. Ruttenberg describes the barriers to such changes, indicating that one of the most potent is the Interstate Conference of Employment Security Agencies (ICESA) made up of state Employment Service officials and staffed by the Department of Labor. According to Ruttenberg the Interstate Conference has lobbyed Congress against Labor Department proposed changes in manpower and employment law, thereby stifling federal initiatives.

It appears that the ICESA has in some cases served as a channel of opposition by dissident members of the Labor Department who oppose their own Department's policies. The reverse situation seems to have been happening in California where some state Employment Service staff were using the Department of Labor to try to stifle state initiative.

Many participants in the effort to pass AB 1463 viewed the Department of Employment as almost totally free of state control and Ruttenberg describes the tremendous difficulties of directing the state agencies from the federal level. The state and the federal viewpoints together cast the state agency as nearly an island unto itself, a very difficult proposition to account for in modern democratic theory of government.

With the backing of the Secretary of Labor, Odell and Aller were sent out as new Department of Labor spokesmen. In his July 15 testimony, Odell commended "the legislative and executive branches of the State Government for moving so far and so fast" in the direction of strengthening and pinpointing the effort to serve the disadvantaged by reconstituting the Department of Employment as a Human Resources Development Department and by singling out the hard-core unemployed for priority treatment within that Department.* He added that the Department of Labor's concern was that AB 1463 as written might result in "'a separate but equal' kind of service to minority groups" which would be contrary to federal law. He said that there must be a single Employment Service open to all and that the Wagner-Peyser Act funds must be spent for job placement and counseling services. His statement went on to say:**

> - In contrast, the funds made available to the states under the Manpower Development and Training Act can be spent with considerably more flexibility, and the Act continues to be amended to permit the purchase of a wide range of employability development services. Our legal people have therefore proposed a series of specific amendments to AB 1463 which would on the one hand accommodate the requirements of the Wagner-Peyser Act for a comprehensive employment service and on the other hand for the flexibility in the use of funds contemplated under AB 1463. Specifically what they propose is that the Wagner-Peyser funds allocated to the State of California, including those for Youth Opportunity Centers, be used to fund employment and placement services including the disadvantaged as defined in AB 1463 and the funds available under the MDTA be pooled to provide the intensive employability development services contemplated for the disadvantaged including the hiring of Job Agents to act, in effect, as employability development specialists on a case load basis.
>
> If both these programs are organized and managed under the general direction of the Human Resources Development Department, we see no problem in making sure, within the overall limitations of funds, that the placement needs of the disadvantaged can and will be met on a priority basis, but they will be met by a *single placement agency* which deals with all employers' orders and which assures that the disadvantaged are exposed to the *full range of job opportunities* available in the community at

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*Testimony of Mr. Charles Odell, Manpower Administration, U.S. Department of Labor, before the Subcommittee of the Senate Committee on Governmental Efficiency, July 15, 1968, p. 1.

***Ibid.*, pp. 3-4.

> any given point in time. If more employment service staff needs to be deployed in target neighborhoods or service centers to give the disadvantaged priority attention, this can be done under such a set-up. At the same time, the creative concept of the Job Agent as outlined in AB 1463 can be brought into play to see to it that the disadvantaged get the services they need including proper and efficient job placement service.

Acceptance of the Labor Department amendments cleared the way for AB 1463 to move out of the Senate Governmental Efficiency Committee to the Senate Finance Committee. There had not, however, been a clear statement in the Governmental Efficiency Committee to the effect that the federal conformity issues had been disposed of. Notes on the subcommittee meeting in the Department of Human Resources Development's files indicate only that everyone at the meeting agreed that the delayed operative date in the bill and a clause saying that any provision which was not in conformance with federal law would be inoperative "took care of this problem."

Aller, who returned to California when the bill was heard in the Senate Finance Committee, said that the issue came up again in that committee in a way which was serious enough to threaten passage of the bill. He was asked twice by the Finance Committee chairman whether there were still any federal law conformity issues. Both times Aller said that there were no longer any conformity issues and that he was authorized by the Secretary of Labor to so state in writing if necessary. Aller's assurance allowed the bill to clear the Finance Committee and go to the Senate floor.

The other major source of opposition to the bill, while not as publicized as the DOL opposition, was just as effective. The California AFL-CIO News claimed that the transfer of the Division of Apprenticeship Standards to the new HRD Department, along with the provisions of AB 1464 (Ralph, D-Los Angeles), would "emasculate the California Apprenticeship Program."* Assemblyman Ralph's AB 1464 would have taken the authority to investigate complaints of discrimination in selection of apprentices away from the Division of Apprenticeship Standards and given that authority to the Fair Employment Practices Commission (FEPC).

The two bills passed the Assembly over Labor opposition, although the News noted there were 11 votes in opposition to

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*California AFL-CIO News, May 31, 1968, Vol. 10, No. 22, p. 1.

AB 1463 and 20 votes against AB 1464. In the Senate, Labor opposition caused the elimination of the DAS transfer from AB 1463 and the amendment of AB 1464 to give DAS 61 days to settle a discrimination complaint before the FEPC would take over the case. Mike Manley, former legislative aide to Speaker Unruh, said that elimination of the DAS transfer from AB 1463 was not done for "political reasons." He said, "They /Labor/ just beat us on that. We couldn't get the votes to move the bill as long as the DAS provision was in it."

F. AB 1463 As Enacted

By the time AB 1463 was signed into law as the Human Resources Development Act of 1968, it had undergone many changes. Its primary messages, both of which developed late in the legislative process, were: (1) The Department of Human Resources Development, reconstituted from the Department of Employment, was to place first priority on serving the disadvantaged;* and (2) the elected officials of the state were to gain control of the Employment

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*As passed, the bill retained sections stating that the department would have a division of Public Employment Offices and Benefit Payments (PEO&BP), the title of the previous division which encompassed all of the Employment Service and Unemployment Insurance local offices and all of the prior department's manpower programs. The bill also called for divisions of Appeals, and Accounts and Tax Collections, in addition to Job Training and Placement. These provisions carried over from an earlier bill version in which the authors visualized creating the Division of Job Training and Placement as a protected enclave exclusively serving the disadvantaged in an otherwise unreconstructed State Employment Service. The new division would have been almost solely supported by MDTA and Work Incentive (WIN) program funds, the only significant money in the Manpower Development Fund. If this organizational structure had been followed, the bulk of the department's resources would have been left in the traditional Employment Service offices under the PEO&BP Division and would have been under no new obligation to serve the disadvantaged.

The amendment offered by Odell of the U.S. Labor Department (Section 11007 of the UI Code) greatly broadened the impact of the bill by bringing all of the administrative resources of the State Employment Service under the priority for serving the disadvantaged. As the HRD program developed, Odell's suggested amendment was the basis for the only significant additional resources to give the legislation meaning. Many of the Job Agents were hired out of the Employment Service administrative funds as were the Assistant Managers for Client Development, and some new center facilities were leased using these funds.

Service in California.*

Some of the provisions of the bill were enacted as proposed, such as the creating of Job Agents, the provisions for experimentation, the research and evaluation requirements, the advisory committee and the priority for services to unemployed heads of households. Other provisions changed markedly. The title "Department of Human Resources Development" remained, but instead of drawing the manpower functions out of the Department of Employment and building on the State Service Center Program, the seven multi-service centers were moved into the Department of Employment. The State Office of Economic Opportunity and the Commission on Aging were also made part of HRD,** although the Division of Apprenticeship Standards, and the State Advisory Commission on Indian Affairs were dropped from the bill. The department was designated the "sole state agency to approve and coordinate publicly funded job training and placement programs,*** although the Human Relations Agency would be responsible for coordinating all state agency manpower programs. The chief of the Job Training and Placement Division**** within HRD was designated chairman of the statewide Cooperative Area Manpower Planning System (CAMPS).

The title of the Manpower Development Fund remained in the bill, but like the departmental structure, its substance was radically different. Rather than being a pool of all available job training and placement funds to be used to meet individual needs, the Manpower Development Fund became essentially an accounting device with each source of program funds having an individual account. Service to disadvantaged persons in Economically Disadvantaged Areas still received priority for funds, but the percentage was reduced from 85 percent to 75 percent. The provision which gave preference in awarding state contracts to firms which employ persons trained under the HRD program was dropped from the bill.

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*To carry out this intention, the bill provides for the appointment of two extra deputy directors exempt from civil service. Also, the bill from its inception contained a provision indicating that the Legislature intended to maintain policy control over the program (UI Code, Section 9001).

**Field interviews during this study of the Job Agent program indicated that at least in one community having the State Office of Economic Opportunity in HRD created political difficulties for the HRD Centers. In the recent conflicts between State OEO and poverty agencies, HRD and the State OEO were considered to be entirely the same entity and local anger against State OEO was directed toward the local HRD Centers.

***Unemployment Insurance Code, Section 9605(a).

****The word "Development" was added to the title of the division by Assemblyman Bill Greene's AB1240 of 1969 establishing the Office of Manpower Utilization (see Chapter 1068 of the Statutes of 1969.)

Anticipating that federal law conformity issues might arise in the course of implementing the new law, the Legislature added a provision automatically holding in abeyance any provision which might be ruled "out-of-conformance" by the Secretary of Labor or other federal official. The inoperative period for such provisions was to last only 15 months, however, and the federal official making the conformity ruling was to be requested to "document specific conformity, decertification or withdrawal of fund issues" in a public hearing to be held by the Director of HRD.* The sponsors of AB 1463 seemed not only to expect further conflict with the federal government, but also to welcome such conflict as a necessary condition to changing the current programs.**

G. The Amendment of MDTA

While AB 1463 was traveling its rocky road in the California Legislature, an amendment to the Manpower Development and Training Act (MDTA) which would give the state program new resources was traveling a much smoother course to passage in Congress. The amendment, which became Title V of MDTA, was conceived by the sponsors of AB 1463 as a highly flexible federal-state grant-in-aid program which would permit a state to provide almost any manpower service needed to supplement existing programs.

The proposed MDTA amendment was drafted by Singleton, William F. Lipman of the Legislature's Washington, D.C. office, Curtis Aller of the Department of Labor, and a staff aide to Senator George Murphy. The amendment was introduced by Senator Murphy during his floor speech on July 15, 1968, condemning the Labor Department for its opposition to AB 1463. The amendment was enacted in the fall of 1968 providing for federal government payment of 75 percent and the state 25 percent of the cost of supplemental programs.

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*Section 18 of Chapter 1460 of the Statutes of 1968, p. 17.

**The expectation that there would be further state-federal conflict in the implementation of AB 1463 proved prophetic. Some of these conflicts, especially that concerning implementation of the Employment Service Automatic Reporting System (ESARS) is briefly described in Chapter I, page 26.

APPENDIX C

JOB AGENT ACTIVITIES

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JOB AGENT ACTIVITIES

Acting As Advocate For Client

The client came slowly to the JA's (Job Agent) desk. Several fresh scars on his face looked as if he had been clawed in a fight. (JA knew her client had not been working for about a week. He had been laid off, he said, "because he was too slow.")

"Whaaat happened," JA asks amazed.

With slow speech he explains, "I got beat up. They stole what was in my wallet, only 5 dollars . . . . I was on reds and LSD."

First, JA is surprised, "Dope was never your problem." (The client has spent most of the last ten years in prison for other things.) JA then goes on, "I am really disgusted." She throws up both hands, "You. How could you. I have a job for you to go out on right now." JA immediately picks up the telephone, "Hello there," she says cheerfully. "You know the young man I was to bring over today. He is in Azuza with his family for two days. I can bring him Friday morning." She hangs up. "Remember, you're in Azuza. Do you think you can get it together by Friday?"

"Uhuh. But I need you to cash this 10 dollar check for me." JA says no. "I'll help with that when you get together." "Please, today, just this little check." He pulls 15 cents out of his pocket, his last 15 cents.

JA goes to the petty cash fund. She gives him exactly what he needs, adding his 15 cents, for one-way busfare to his house plus one pack of cigarettes. As he signs the accounting sheet for 52 cents, JA points out to him, "Do you see how slow your reflexes are, even after two days coming down." JA sticks him a last thrust, "Is that home back there /prison/, or is this home out here? You decide . . . . Now, go home and take a hot shower. Clean out . . . . See you 7:30 -- at your house -- Friday morning." JA, three times, clearly repeats the day, Friday, and the hour, 7:30 a.m. After the client leaves, JA says she would have taken the shaky client directly home but no state car was available and her monthly mileage allotment is more than used up.

On Monday, the client was hired by the employer. He told the JA, "It was good you didn't cash that 10 dollar check for me Wednesday. I was lookin' for one more high." But JA is just beginning with the client. Two weeks later, JA laments, "Boy have

I got a problem with him. He is complaining to the employer about cuts from the new machine. She calls the foreman daily for several days. This is the third employer for him. "I've talked it out with the employer." She levels with the employer regarding her fears that he "is a namby pamby." The employer offers to shape him up. JA says, "I really put it to him, but he just may not be ready to make it."

Job Developing

One example of how JA develops jobs is her visit to the compliance officer of a redevelopment agency. JA chats with the officer who is responsible for staying abreast of the hiring which is taking place on specific contracting jobs.* This visit serves two purposes for JA -- an opportunity for acquiring a STEP contract with the redevelopment agency, and an opportunity for gathering information about specific job openings on contracting sites. This double-barrelled job development contact is characteristic of JA's activities, and is likely to occur several times each month.

Following Up On The Job

JA spends the morning with a client, an attractive, husky, Black man who recently spent three years, three months in the joint. (He lives at a Halfway House where he heard about JA through others on her caseload.) He has been working for two months at a factory where JA has other clients working. JA is trying to help this client upgrade himself from his $1.75 factory assembly wage to a $2.50 wage, which the employer will pay if he has a license enabling him to drive the small, company truck. HA has given the client a book to study for the written test. Today JA picks up the client at work. The employer releases the client on paid time to go for a driving test. JA and the client drive to the Department of Motor Vehicles in a state car. The client passes the written test. As he is to begin the driving test in the state car (while JA waits on the sidewalk), JA waves, calling, "Good luck!" The client gets 91 percent on his driving test and gets his raise from the employer.

"Counseling" Client

Enroute to the client's home, JA talks about the 19-year-old Mexican-American he will visit. When the client came to JA he had a drunk driving charge outstanding. Through JA's presence in court, the client was released after a one-month moratorium. He spent several months in an MDTA upholstery class and then six weeks on a job pressing clothes, but he got into trouble when he broke a window and on this second arrest -- in spite of JA intervention at court -- had to spend about 40 days in jail. ("We had a tough judge. He thought the client needed to learn from a jail sentence . . . . Instead, he's more bitter, less motivated.") At a recent case review session, his Supervisor asked JA to consider closing this case if there is no "movement," i.e., some effort on the client's part toward employability. JA agrees with his Supervisor in principle, but he is involved with his family. Today, he checks to see if the client will respond to help now, or not.

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* The openings usually result from government civil rights compliance lawsuits.

On the way JA swings by a public building and points to his client's "sign" scrawled in paint on the wall -- "Jaime* de ochentos." (The words translate, roughly, "James who lives in the eighties.") Many passersby may think this sign is insignificant graffiti, but JA stresses that the name written on a building has meaning for the young man. Each boy proudly applies his own name, not someone else's. JA laments wryly, "That's his contribution to society so far." JA mentions that in his youth he was proud of a similar sign he made on a rock in his own community.

At the client's small, write frame house, JA knocks, and (in Spanish) the client's mother tells JA he and and his brother are in the garage. She asks JA to stop back after their talk, please, to let her know what her son plans to do. JA continues to drink soda pop which he picked up before dropping by at client's home. He greets the client and his younger brother who are at the table just ready to begin a new game of pool. JA immediately picks up a cue stick and continues the interview, playing pool. He and his client speak alternately in Spanish or English (most of the jokes are in Spanish). JA asks what is going on with the client, and -- between shots -- the client shares with JA his recent discussions with a man (referred by his parole officer) about the possibility of attending Job Corps training in Washington, D.C. JA, aware of what the first, long stay away from home would mean to his family-oriented client, presses alternatives with him. Continuing the questioning between shots, the client begins to reveal that he does not want to go. JA promises to investigate details of this particular training course and let him know more specifically about it.

JA, gently but firmly, tells the client that if nothing happens with him in the next few weeks, JA will have to close his case. JA reviews all the things the client has accomplished with JA and the results. The client nods, disappointed but accepting -- he seems still unsure if he will do anything. This last bit of talk takes place just after the last ball hits the pocket. The younger brother, who obviously reveres JA, is pleased when JA responds to his talk of a search for a job by suggesting a special person he could contact for help at the HRD Center.

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* A pseudonym.

On JA's way to the car he stops to chat in Spanish with the client's parents. Both parents and JA shrug their shoulders (the family barely gets by on father's Disability Insurance), and in a supportive tone JA suggests that he is not sure whether their son is ready to move. But he gives them a quick review of the conversation. On the way to the car, while the parents lean on the railing of their small porch and the two sons look out, cue sticks in hand, it is clear that the whole family looks to JA for support.

Within a couple of weeks JA closes the case. The client apparently is not ready to respond to any immediate suggestions for utilizing resources or JA.. JA comments, "He'll find me again when he is ready."

Intervening In Legal Problems At Court

Today, two JAs were meeting with the District Attorney to discuss clients who are coming up for trial. During the drive to the courthouse, they talk about how, over the years they have been able to develop a good working relationship with the District Attorney's Office. At the DA's office, it is only a few minutes before the JAs are ushered in. The DA in charge is cordial. JAs discuss their clients with him, and he informs them that he will talk to the policemen involved, and see what can be done about dropping charges. He said he couldn't promise anything, but would try.

Enroute to the HRA Center, JAs relate that in many instances they have been able to get clients back on the job or back in training. In some cases they have had to tell half-truths to save a client from going to prison -- particularly when clients have been harassed unnecessarily by police. According to JAs, in this area harassment of people is commonplace. JAs see their involvement at court as a meaningful way of intervening on the behalf of clients.

Serving Clients' Individual Needs

The client, a 23-year-old, Black veteran, is on probation. He comes to JA looking for a job, any job. As he talks with JA, he begins to open up. He expresses a dream to become a fashion designer for Blacks. As a result of hearing the client express this very strong desire, JA develops an MT-3 training slot and places the client in a design school in San Francisco. Now, the client has been in training for two months. He went through "some very heavy times" to go to school. He had to borrow the money necessary to get him to the Bay Area. He is living with a cousin in Oakland, sharing the rent; and he commutes daily to San Francisco. He is sustained by his $50 dollars per week MDTA stipend.

This JA focuses on discovering what a client wants to do. Then assesses the client's traits to see if the desire fits. JA thinks, "It is difficult for many people to share themselves with you. It takes some sensitivity to get them to open up."

Multi-Purpose Job Developing

A JA went to the local NAB office to deliver a list of names. He could have done his business over the phone, but he used the occasion to make contact with a NAB official in order to promote several programs: first, to use Army buses to transport senior ctiizens and young people to recreational areas under NAB sponsorship; second, to place disadvantaged people into the jobs as bus drivers; and, third, to promote a relationship between the local NAB office and a printer who would then hire two unemployed clients as apprentices in order to do the work for the contract. This JA always appears to be alert to possibilities of exploiting any situation for the purpose of identifying or creating new jobs.

Serving As Advocate For Clients (Also Interpreter)

He became a Job Agent partly because he is able to tap resources available for the Chinese people. In addition to job activity, he (through HRD) can help meet his people's educational needs, and help to obtain information for them from other social agencies. The apparent lack of concern of the social agencies, and the extremely limited number of Chinese-speaking staff in these agencies, frequently cause non-English speaking persons to be bypassed, or not be told of their specific rights and the services available. For example, a 67-year-old, Chinese woman comes into the HRD office looking for work. Asked why she isn't using old age Social Security benefits, she replies that a few years ago her friend had told her she was eligible. But while she was at the Social Security Office, the interviewer started questioning her and became angry at her because she had not brought an interpreter with her. She became frightened. She left immediately fearing that if she were to complain, she might get deported.

JA, with his freedom to move outside the office, goes with her again to the Social Security Office and helps her fill out all the necessary forms. She now receives benefits and does not have to worry constantly about finding work. Nor does she fear any harm that might come to her, because she knows there is someone concerned with her well-being and knowledgeable enough to help her.

A Sample Day With One Job Agent

JA keeps irregular office hours. He may arrive at the Center at 8:00 a.m. in the morning, or at 11:00 a.m., depending upon the previous evening's activity, or whether he has to take a client to work, or has to meet with someone early in the morning. He may leave the Center at 4:00 in the afternoon or attend a community meeting until 11:00 p.m. He averages three to four hours each day in the Center either talking with clients, in staff meetings, or on the telephone with employers, legal aid service, or other community resources. He does not take scheduled coffee breaks nor does he spend much time in non-job related activities.

Most of his time is spent moving through the community talking to people, with clients or non-clients. Even while eating lunch and dinner he carries on similar activities, centered upon discussions of jobs or other opportunities for people. He is identified in the community as a person to talk to, from whom to obtain jobs. JA attends numerous community meetings where he assists in discussion of community problems and develops resources and jobs for his clients. He checks in at the office from time to time during the day for messages.

He does not view record keeping as important. When he records, he does it after hours so that he won't be interrupted by the telephone and clients. His case records are very skimpy, and in all instances (including ESARS) he does the very minimum to get by.

The sum of his daily job-related activities is indeterminate but is certainly much more than eight hours.

A typical day with JA goes like this: JA comes into the Center at 10:00 a.m. Today he came late to avoid an 8:00 to 10:00 a.m. staff meeting. The agenda for this meeting does not contain items dealing with his work, so he considers it a waste of his time to attend.* If he were to work at his desk during the meeting, he would be flooded with clients coming in off the street who could use the services of the staff members attending the meeting. Today, while JA waits for a client with an appointment, he checks his messages and makes several telephone calls. The client, who speaks little English comes in; and JA takes him to a medical center to get a physical examination required for a job the client has been tentatively hired for. After the examination, which takes about an hour, JA advises his client to take care of any other business he may have prior to reporting for work tomorrow.

Returning to his office, JA makes appointments with prospective employers and goes through his files to note any clients that may be able to accept specific available jobs. A client comes in to tell JA he was not accepted on a prospective job for which he had an interview yesterday. JA then goes through the job order box to try to find him another possibility for placement. He can't find anything but he tells the client to call him tomorrow. JA says he will keep trying and will call him when something is available. JA makes a note of this in his book and another note to make entry on his records later. Then he calls the National Alliance of Businessmen (NAB) office for an appointment for this afternoon to discuss summer jobs for young people. At 12:30 JA goes to lunch.

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* Although he avoids mass staff meetings, he attends smaller team meetings regularly.

JA lunches in a Chinatown restaurant in the same community in which he works. While he eats he is constantly approached by clients or community acquaintances who ask him questions about job openings he might have. Most of JA's clients, by his choice, are non-English-speaking. For them, employment opportunities through regular HRD channels are limited. Thus, JA usually develops jobs for his clients through his own contacts.

After lunch, JA returns to his office to make phone calls, then drives to the NAB office downtown for his appointment. He talks with NAB staff members about job development for the summer youth program. Also, he discusses his proposition for arranging transportation for clients and other community members, including the elderly, so that they can get outside the city (e.g., canneries) because of the lack of transportation. Nothing specific is resolved through today's business initiated by the JA, but his NAB contacts are maintained and he will continue to work on the transportation problem -- by going directly to NAB and other agencies who have resources to help solve immediate problems. His NAB visit has taken about 45 minutes. On his return trip to the Center, he stops by a new Youth Council office to inquire how applications are being taken and to leave messages for several kids to come to his office for possible job placements. He returns to his office to meet a client.

While JA waits, a counselor refers a client to him. This client approaches JA to apply for an assembly line job that he heard about from a friend who is a client of JA. He wants the job to hold him over temporarily. The client has an A.A. degree in Engineering from City College. JA talks with him about his academic background and his ability to speak English, and suggests that the client should seek service at the professional employment office. Because many clients could benefit from the assembly line job as a career, JA refuses to refer this client to such a job. Although JA thinks it is difficult for a client to understand, he explains to this client that with his background assembly line work would be boring for him and that many other people with greater needs may benefit from it. JA's direct explanation appears to give the client more confidence in his job readiness. He seems to trust JA's advice. JA calls the professional office to make an appointment for the client. He also refers him to the desk that handles part-time employment. JA will continue, he says, to look for a job for him that is suited to his background. This interchange has taken about 25 minutes. Then JA speaks to the Employment Counselor about the client he had referred to JA. JA's scheduled client doesn't show for his appointment, so JA works with the interviewer on client information data until 4:30 p.m. JA says he will take an early dinner on the way to catch a client at home during the dinner hour because the client doesn't have a telephone.

At 7:00 p.m. JA attends a meeting at an elementary school. Parents, PTA and other community leaders are gathered, concerned about the death of a student killed by a car while crossing the street to reach the school's annex. Many community people are not able to resolve a problem like this, because they are uninformed of the ways to approach the proper authorities, or because of their inability to communicate with them, or both. On the basis of his experience of many years' involvement with community action groups, JA helps the group of parents write a resolution to the proper authorities, and helps make an appointment at the mayor's office for further discussion of the problem of the children's safety. While JA is at the meeting tonight -- during breaks and when he is not speaking to the group -- clients and prospective clients talk to him. The meeting ends at 10:00 p.m.

JA thinks it was an easy day.

The Importance Of Understanding The Poor

The JA's client, a young man of about 22, came to the Center shortly before noon and told the receptionist that he had to get to downtown San Francisco (20 to 25 minutes away by car) for a 1:00 p.m. job interview, but that he neither had a car nor the money for a taxi.

The receptionist and the Assistant Manager, Client Development, who joined the conversation after overhearing part of it, thought the client was trying to con them. It was their suspicion that by presenting himself with only an hour to go before the interview, the client was trying to force them to drive him to the interview. The fact that the client came on with a flamboyant and extravagantly outgoing and friendly style added to their suspicions.

The client was asked why he didn't go catch the bus which could probably make it to San Francisco on time since the interview address was only a couple of blocks from the downtown depot. The client said that he had never been to the address and therefore couldn't take the bus because, since he couldn't read, he wouldn't be able to find the interview if he had to walk from the station. This response was almost too much for the receptionist and the Assistant Manager to believe, but because a job interview was a prized opportunity, an arrangement was made to drive him into the city.

When the client's JA came into the office near the end of the lunch hour, the Assistant Manager asked him about the client and the implausible story. JA assured them that indeed the client couldn't read -- the client had grown up in the rural south and had had essentially no education. The client had recently migrated to the Bay Area and got around by landmarks, not by signs and numbers. Once the client had been taken someplace, JA said, he would be able to get back again.

JA also made clear that the client's extravagantly outgoing style was the major tool he had for coping with the world; you can almost always get a ride is you are outgoing enough.

Participating In Community Groups

(The following is a verbatim account of one field observer's report about a Job Agent's community group activities.)

JA is involved in almost every community group in the Chinatown Area. Among these are:

- The intercollegiate Chinese for Social Action at San Francisco State College. He uses this group to gain access to resources from the campus, such as getting slots for the admission students to the college through the EOP (Educational Opportunities Program), acquiring data from students in the Asian-American Studies Department about housing, unemployment, and mental health in Chinatown.

- The Chinatown YWCA Tutorial Center. JA acts as advisor to the Center regarding the kinds of tutoring his clients need. Center provides tutoring for clients who are going to take apprentice examinations, examinations for citizenship, and English-as-a-second-language. Since MDTA English training classes are almost always overfilled, this resource is the only means for getting English training while waiting for a slot to open.

- The Chinatown-North Beach Youth Council, an organization sponsored by EOC to serve the youth of the area. Between 500 and 1,000 young people who are members of that organization are looking for jobs, recreational services and college placement. JA was a former Executive Director of the Youth Council. He participants now to keep in touch with young people and is involved in working to help them to get jobs for the summer under the San Francisco Youth Program and NAB.

- The Asian-American Studies Group at San Francisco State College. JA help set up college level courses to train social workers and educators regarding the specific needs of the Chinese in America.

- The Asian Housing Area Development. He uses the organization to help place clients in federal housing projects.

- The Food Stamp Program. He helps to inform Chinatown residents about this resource and to distribute surplus to the needy.

- He is also involved in civic organizations, such as the San Francisco Junior Chamber of Commerce, and the Chinese Democratic Club in order to meet people who own businesses and who may offer jobs to clients or provide information that leads to a job development.

While at his desk he was called by telephone by a client in need of money for moving. The JA's contact with welfare was through a social worker who is a fellow member of a Chinese Democratic Club. He called the social worker directly, facilitating action for the benefit of his client.

Monitoring Resource Effectiveness

A client is referred to a private proprietary training school. Under an MDTA training stipend she is to receive training as an LVN (Licensed Vocational Nurse). Reports from the school indicate that her progress is satisfactory, but JA observes that her attendance is spotty and she has only negative things to say about the program. As JA investigates, further complaints suggest that the staff has inadequate teaching skills, that classes have no social and ethnic balance, and that MDTA student trainees are racially discriminated against. It is established that the training program at this institution is substandard and that this client should be transferred. She is transferred, and no more MDTA enrollees are sent to the school.

JA also takes action to see to it that the institution will be investigated for fraudulent use of public money.

Relating Personally And Socially To Clients

The client has been enrolled in English classes at Berlitz School to improve her language skill. Having completed one training period, she hasn't progressed very far. JA determines that very little English is spoken in the client's home and that she is unusually shy and has no friends her age. JA then takes the client to her own home on a regular basis, and introduces her to people her age to help her overcome the problems of shyness and language usage.

Finding Training Slots For Clients

JA visits the Black history museum where she speaks convivially with her friend, the director of the museum. A continued rapport with him has resulted in her arranging for a STEP contract with the museum, thereby providing the opportunity for placement of several clients at this resource.

JA then drops in at the CEP office. She reinforces her previous acquaintanceship here to pave the way for placing her clients in CEP program.

Mediating Between Client And Training Staff

JA has a client in the Air Traffic Control training course at a college in a town nearby. The client is a high-school graduate with some college training, and has demonstrated high ability on tests administered at the HRD Center. He has been convicted for statutory rape which prevents his being able to obtain a level of employment sufficient to his capability. The client recently became upset when, as he related, the training staff made derogatory statements in the classroom about a girl he brought to class with him. JA schedules a case conference with the training staff (MDTA resources include two full-time teachers and an Air Traffic Control supervisor).

JA discusses the incident with the project staff. She is aggressive and probing in the interview, and she successfully pushes the staff to go beyond general descriptions of her client's progress to get to more factually detailed and subjective evaluations, so that she can use such information to help her client progress. She is firm in insisting that the client's personal affairs are his private business and that she thinks they should not be speculated about in the classroom. Also, because the project staff fundamentally views its role as that of task-oriented trainers of future Air Traffic Controllers, within a tightly controlled and regulated occupation, JA works very hard to convince them that her client has special needs. Although this training class does not tolerate much deviation in student behavior, this case conference approach seems to bring about an improvement and a fuller understanding of problems and areas of sensitivity.

JA also meets with her client. She chastises him for inappropriately bringing his female friend into the classroom situation, and tries to help him understand that he invited gossip. JA's aim is to stay on her client's back about his somewhat erratic class performance and attitude. At the same time she is working to have his criminal record expunged to make him more employable.

In these training circumstances, JA sees herself in the role of educating both the project staff and the client to the delicate and sensitive nature of the unique training situation in which they are both engaged.

Irregularity Of Procedure

JA sits by his telephone pondering for a few moments. He is concerned about a job listing he saw on the job order board. He has just checked with an HRD staff member who informed him that no more referrals to that job could be made. JA knows the employer personally. In violation of instructions, he decides to call. The employer tells him that he had not liked the HRD Center's referrals, but he would take JA's personal recommendation and save the job for his client. JA's client is hired, and it works out.

JA previously has worked the job board in the HRD Center; he knows it and he knows employers. Hence, he has a good sense of when it is safe to exercise personal judgment and ignore the system.

Intervening With Legal Problems (Expungement)

This JA is very conscious of the detrimental effects of certain kinds of information in a client's record. He tried to have information expunged from records, such as having youth offenses expunged from a client's legal record.

Visiting Client In Juvenile Detention Facility

JA has scheduled a conference with a client who is incarcerated at a school for girls in a town about an hour's drive from the Center. Although she has not met her client before today, JA has worked closely with the client's Parole Agent and with the staff of the school. JA and the Parole Agent have established a solid working arrangement in order to prepare the client for her release. The client's case is complex. She is young, less than 17 years old, and has a child that has been taken away from her. She was sent to the school because she tried to burn down a house in retribution. Her relatives decided then that they "couldn't handle her." She was taken to a hospital for psychiatric diagnosis, and her condition was labeled "adolescent stress disorder." She then was "sent up." Now, JA hopes to win the confidence of her client by becoming personally involved with her and by attempting to help her work through her personal problems. JA also will try to get her client to realize what she will need to do to get her child back and how she can put herself in a position to support herself and the child.

At the school JA has a long conversation with the client. In this instance JA's style (which may vary according to situation) is aggressive and positive. She elicits confidence from the client, and it isn't long before the client is talking freely both to JA and the Parole Agent. Although this conference is the first meeting of JA and her client, bonds of friendship and understanding have been made. Since the client's employability is closely bound up with her problems of youth and motherhood (problems not quickly resolved), it is impossible to ascertain what progress is made toward JA's goal of permanent employment.

While at the school, JA talks with the staff and arranges to meet today with other girls from JA's area. In this session the girls appear to be very turned on to the fact that someone on the outside is interested in them and might even be able to help them get jobs when they get out. The girls tell JA there are quite a few returners to the school who might have faired better on the outside if they had been able to get jobs.

The day's activity, including the drive up and back, has taken six and a half hours.

Teaching Clients To Seek Their Own Resources

JA encourages a client to phone her social worker to find information about the availability of any funds for her books and night-school fee. JA suggests that she might ask for the "social worker of the day" if her worker is not in, "Or ask for the supervisor . . . . Keep asking until you get what you want."

Working With Foremen (Employers) And Clients

JA stops to visit one employer and several clients who work here. The employer uses "no one else but JA." JA passes referrals on to other HRD staff if she does not have a client ready for an opening.

This JA's style of operation is clear from the initial contact with this employer when she greets him. "How's my favorite employer?" She is ebullient and friendly. She asks him to tell the observer how great she is, and he jokingly replies: "She's one of the worst." Such gamelike, superficial banter seems pleasant to both the employer and JA, and obviously has been effective in their dealings.

Talking next to the foreman who determines which employees will actually work on the line, JA chats in a relaxed way for about 30 minutes, off and on between her business with clients. This foreman has worked with about four Job Agent clients and several other HRD referrals. He and JA are straightforward with one another. In a low voice to avoid employee earshot, the foreman complains that JA's newly placed client is slow. JA offers, "I think he babies himself. Can you give him a kick in the butt?" The foreman responds, "I've tried." The foreman also shares with JA the difficulties he is having with another client. In their rapport there is a positive climate for problem solving. She tells the foreman how well her clients like him. Later she explains, "I always soft soap the employers -- whoever hires and fires, here it's really the foreman -- as to how well the guy /client/ likes him."

While here, JA checks with the "slow" client to see how things are going. As she talks with him, he lets her know he may have a serious medical problem. She encourages him to hang in here, but does not chat long so that she won't interrupt production. Instead, she tells him she will phone him tonight so they can discuss details.

On the way out, JA sees the foreman and the owner together and lets them know that she's ready with another client whenever they are. The foreman mentions he could probably talk with her next week "now that the market seems less difficult." At the door, the foreman, whispering, implies that soon he might use JA for placement of some women; he admits he has already tried a couple of women recommended through his boss. JA chides him in a friendly way about his having hired someone through another channel. JA and foreman say goodbye, amicably.

Acting As Advocate For Client During "Non-Workday" Hours

One client is a big, muscular, Black man. He has several large scars marking his face, and a speech impediment which causes him to speak slowly and slur his words. He has been working for about a year and ("thanks to /JA/," he days) is happy to have no more problems. JA has gone with him on several court dates which are now behind him. She helped him to reconcile four years' back taxes. Now he is a factory laborer and proudly remarks that he makes the highest salary of his life.

Last night he "got busted" and was charged with "disturbing the peace." He phoned JA at home from the jail at about 7:00 p.m. JA finally bailed him out at 11:30 p.m., using her 40 dollars which the client paid her back (after midnight) when they got home to his house. JA is angry about the incident because she says it was nothing but police harassment. They couldn't find a thing to charge him with but disturbing the peace . . . . With his talk and looks they think he's on dope -- or something!" JA is pleased to have intervened so that the client misses no work.

Job Agents In One Center Act As A Group To Tackle A Community Health Problem

One JA has had a vigorous concern with sickle cell anemia as a health problem for Blacks. Her concern radiated to several other JAs who offered their support and formed a committee of four JAs. In July 1971, the four JAs sent a memo to their Manager and a Manager of a nearby Center:

- Job Agents, in addition to caseload management, must contribute to projects which will benefit people as a whole in the community and contribute to the advancement of the HRD concept of involvement in creative and innovative ideas. Health problems are one area which creates multiple barriers to a person's capacity to function in a job and may continuously eat into his productivity on a job. We have chosen to center our effort on Sickle Cell Disease due to its particular peculiarity affecting one ethnic group with which we are primarily involved in caseload work.

Within a couple of months, JAs had mobilized a group of resources to promote the project and to test community members for Sickle Cell Disease. The Center Manager encouraged JA involvement in this community health activity, and gave the support of several other staff workers, as well as the use of the Center conference room for meetings of the Sickle Cell Disease Research Foundation. A doctor (who know the initiating JA through an earlier job trainee contract made through the JA) donated two days of his time for testing.

Over 1,000 people came to a testing van which was stationed at the Center for a two-day period. JAs arranged for produce to be donated so that all who were tested would have fresh fruit. For the children, JAs obtained free box lunches; 200 box lunches were given to kids who took the tests.

The JA Supervisor describes this project as a definite success. Of the 1,000 people tested at this Center alone, approximately 10% were found to have positive results -- about average for the expectation of Sickle Cell Disease among Blacks.

The committee of JAs enlisted support from JAs in other areas and a similar testing period was arranged for several other Centers.

After the testing project, on October 1, 1971, a letter from Governor Reagan to the Coordinator of the Sickle Cell Disease Research Foundation commented, "I am happy to report that agencies of the State have been playing an increasingly important role in the efforts to control this disease. I am pleased by the support and involvement of the Department of Human Resources Development."

Initiating Resources On A Community-Wide Scale

One JA emphasizes that he considers his clientele to extend to the total Spanish-speaking population of this city. He proudly shares his metaphore of a Job Agent as a small man with a small mop facing a great flood water of disadvantaged people. He likes to be in a position to turn the water off. He has spent a sizable portion of his time in activities which have resulted in help for many more Mexican-Americans than those on his caseload.

For example he has worked through contacts on private trade school staffs to establish Spanish-speaking auto mechanics classes for his people. (Before this JA's activity, MDTA did not fund classes in which English was not the primary communicating language.) The relationship of JA and the trade schools flowered as the result of the mutual profit factor. JA's people profited by having their needs for training met; and, after only three months, two schools profited from a total of 150 new Spanish-speaking enrollees.

Also, involvement as a frequent visitor at prisons has led this JA to see the need for more concrete links between inside and outside resources. Now, he pushes for the establishment within the prisons of what he calls "mini-service centers." At one prison he has begun to relate the HRD Center to the project by having HRD staff members compile resource information which the prisoners then can organize. "After all," he notes, "if I can get it going, they have a lot of time to put it together." JA has submitted his proposal for this project (the exchange of resource information is only "phase one") to his Center Manager who encourages this JA's innovations.

Intervening To Effect Changes In Training Resources

One JA and his Aide have discussed their clients' problems with a Skill Center instructor and the Skill Center counselor. As a result of discussions about specific complaints made by Mexican-American clients, the teaching methods of one course were altered in an attempt to relate course content to the client's needs. The course was "slowed down," and the Mexican-American clients who were having difficulty understanding English now are happily continuing their coursework.

In another situation this JA and Aide, in concert with an HRD Center Counselor, effected the firing of one teacher at a private vocational school of nursing. The HRD workers intervened after investigating a substantial number of client complaints.

Playing Politics Within The HRD Center

One JA (an efficient, former administrator, who is new to HRD but very involved in community events and activities) thinks Job Agents were not sufficiently attuned to the fact that their mandate to manipulate the system did not stop with the JRD system. This JA says, "I make it a point to get along with each Supervisor in this Center who may be able to help me. As a result, for instance, the training gal will come to me, and whisper, as soon as slots are available."

Smoothing Things Over With Resources

One JA spends a lot of time acting as a liaison between DPSS and HRD to assist mutual clients. As an example, for one of her clients, she spent what she estimates as "approximately two weeks time" negotiating for a $200 special need allowance for a stove and a refrigerator. The client previously had antagonized her social worker; therefore, the worker was hostile to the client and resisted supplying the client's special need fund. JA smoothed the hostility and money for the stove and refrigerator eventually arrived.

Job Agents Aide Activity Leads To Involvement Of A Group of Job Agents

One JA Aide became concerned with legislative issues which affected his clients and his community. On several occasions he traveled to Sacramento at his expense to supply Assembly committee members with data which he gathered from his personal experience with clients. The JA Aide's data included items such as a three-page letter in which his client articulates her personal hardship resulting from child care cutbacks and inadequacies.* HRD management cooperated with the JA Aide's activity by suggesting that a legislator write the Manger of the Center to request the Aide's presence in Sacramento. The Aide was granted time (although he paid his own expenses) to spend one or two days talking to legislators. He kept a list of the 26 lawmakers he spoke to in the one and a half days.

As a result of this Aid's continuing concern and involvement with the inadequacy of child care resources in his clients area, four Job Agents and the Aide were granted permission to work for two days in Sacramento. A fifth JA took vacation time to go along. JAs and the JA Aide were involved in the dissemination of facts in support of pending legislation, AB 23, a child care bill. They circulated among Assemblymen with data about clients and the community acquired from personal experience. To make the trip, JAs paid their own expenses and airplane fare. (After the trip, a committee chairman informed them he would try to get the committee to absorb the plane fares.)

Members of this group were exhilerated on the day following their return. They thought they had contributed to a significant legislative proposal which could affect hundreds of clients. (Here the advocacy of clients is notably wider than those of a specific caseload.) The Aide thinks that his personal involvement

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[*] See AppendixHH, Client Case Study, #15, pp. 309-311 for text of this letter.

in the child care issue helped an Assemblyman to support a request for an amendment which added the words "or training" to the bill which allows funding "to provide day care services . . . for former or potential recipients of public assistance who, if provided such services, could accept or maintain employment or training.

In May 1971, by letter the Director of the region commended the JA Aide for his effort.*

- ". . ., your manager, has called to my attention that through your efforts Assembly Bill 23 is being amended to provide funds for mothers who are in training. He also told me that your intensive efforts and dedication were the results of your experiences with your clients, and that you expended not only your energy, but your own funds in the pursuit of this significant legislation. I would like to take this opportunity to offer my personal commendation to you for this.

- . . . . I sometimes am asked, "how the Department of Human Resources Development is different from the Department of Employment I think that employees who have the kind of interest in the development of human resources as you have demonstrated is the answer."

Matching Clients To Jobs

In conversation, one JA describes his favorite job development activity. "There is a big difference -- big difference -- between sending a man to a welding school and saying, 'Man, this is welding,' and you /JA/ taking a man into a shop to meet an employer who manufacture bolts and screws and he wants you /the client/ to learn to be a machinist to develop bolts and screws . . . . You got it all there, man, you are talking to one client and one employer in one shop. If an employer didn't dig a specific trainee, he could cancel that trainee out and hire another with the contract, so basically you /JA/ did a match up. To train without developing an employer is fruitless. All of my people that are out in training are out in slots that either I wrote or caused to be written."

Working With Employment Problems In The Context Of Family Problems

This JA perceives employment problems as existing in a context of other problems and related to them. Therefore, he thinks that the general problems of the family become part of his concern.

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* This commendation illustrates the department's position at this time regarding innovative activity on behalf of large numbers of clients.

For example, he took over several members of one particularly disintegrated family with many mental health, legal, and narcotic problems. He attempted to intervene to help the family with a number of problems which had little to do, directly, with employment. He may have seen this intervention as not being part of his job but as being part of his general involvement with community problems.

He tends to make it clear to clients that while it is his intention to do everything possible to help them, they must play an active role in the process and be cooperative. If they are not cooperative and well motivated, he will refuse to work with them.

Orienting Client To Employer's Point of View

One of this JA's clients is a recent releasee from prison, who served his time for manslaughter. The client is having difficulty getting employment. Each time he fills out an application and is asked whether he has been arrested and convicted, he says "Yes" and then states that the crime was manslaughter. The client has never been hired. JA thinks that his answer is scaring employers, so he counsels the client to explain to the employer that the manslaughter conviction resulted from a death which occurred when the client was drunk and operating an automobile. The client was hired on his next job interview. JA contends that the explanation helped to remove the employer's vision of a wild-eyed killer.

Their Jobs And Private Lives Frequently Are Indistinguishable

It is difficult to decide when this JA is working and when he is not working. Many of his working relationships extend to social relationships. Sometimes he promotes social relationships to facilitate his effectiveness on the job. For example, last month he went to the home of an important community organizer to play mah-jong, a recreational activity. In the course of the evening, however, the conversation revolved around the community's problems and clients.

Activities Vary According To Employment Goals

An important objective for this JA is to place a person at the highest possible level with regard to his experience and abilities. For example, one client, a commercial artist from Hong Kong, was willing to settle for a job as a draftman. JA considers it to be a temporary job. He wants the client to have training and learn to speak English so that he can resume his profession as a full-fledged commercial artist. JA is determined to push the client into achieving the high-level job, even though the client is willing to compromise for the lower-level one. JA hesitates to place well-educated individuals into menial jobs because he feels they will not be working up to their ability and because the person, may be taking a menial job from a less well-educated person who needs it and who cannot be upgraded from the job.

Thus, his short-range goal of making quick placements is coordinated to his long-range perspective which considers characteristics of the individual, the client's likelihood of success, the possibilities for upgrading for him, and the repercussions of possible client failure on both the client and the Center as well as the chances of other clients. For example, he was very angry with another worker in the Center who placed a client with a pessimistic academic future into a hard-to-get academic opening. JA thought that the client, an ex-convict with poor motivation, would fail and might destroy the possibility for using that slot for another client in the future. In another case JA refused to give a city "beautification" job (cleaning up parks) to a college student because he would be taken the job away from a high-school drop-out who had no other chance for a job.

Meeting Non-JA Client Emergencies (Non-Recordable Activities)

JAs occasionally are called upon to perform a day or so of service for a client who probably will never be on their caseloads. The following is a good example of this kind of involvement with a Center (non-JA) client. The incident began as a seemingly simple interchange and developed into almost two days of JA activity. A client came to the HRD Center looking for a job. He had a ten-month-old baby in his arms. As he participated in interviews in the intake and placement units, his family problems unfolded. The child's mother, on AFDC, had abandoned her child, leaving him with the father. The JA-of-the-day was called to assist the man in getting assistance from DPSS. JA-of-the day spent the full morning at DPSS trying to get the technicalities ironed out, exploring alternatives with the client. The client was frightened by the possibility of putting his child in a foster home, the alternative offered by DPSS. He decided to go back to San Bernardino with the child where a family member could help him. Because the Mother's DPSS case was in the process of being transferred to Los Angeles, no one was sure who was "responsible for the case." Recalling the incident, the JA related irately, "It took five DPSS officials, finally, to decide that transportation for the father and the baby could not be provided by the welfare department because the client was actually still receiving aid from San Bernardino.

JA said, "After all, he is a human being -- even is he is not our client." JA (getting her supervisor's okay) arranged for her community worker Aide to transport the man to San Bernardino the following day.

Increasing Knowledge Of Resources At Staff Meetings

The JA Supervisor of one Center encouraged JAs to invite guests to the Center to talk about specific resources. An individual JA usually invites a resource person who has helped him to speak at the weekly staff meeting. For example, one JA brought a woman from DPSS child care who has been helpful in assisting a JA client. Another JA asked a man from a hospital charity fund which had helped several JA clients. After the guest talks, there is always group interaction and discussion to specify the usefulness (or the uselessness -- JAs are direct about it) of the resource for JAs or Counselors. These weekly segments of the Client Development staff meetings may take an hour ot two; they seem to increase awarenesses of resource possibilities.

Job Agent Aide Activities*

At one Center, JA Aides object to having a lot of bosses. Because they are not assigned to individual JA, they often get overlapping or conflicting orders from different JAs. Their duties have not been specifically defined. Aides complain because they do much of the JA's work -- at a lower rate of pay. They also don't like being used as messengers and errand boys, as when the Manager frequently calls on an Aide to run an errand for him. Aides here are spread thin and are asked to do a lot of different kinds of things by different people.

At another Center, Aides are assigned to individual JAs, and the JA is responsible for planning and supervising his Aide's activities. JAs have a partial voice in choosing the specific Aide, and if the relationship does not work out the JA can try another Aide. (In one case when a JA had difficulty organizing the Aide's activity, the JA decided to work without an Aide.) Each JA/Aide team works out a style for carrying on its activities.** This group of Aides complains about what they consider their low rate of pay insomuch as they work integrally with JAs. But they enjoy their work and most of them work hard.

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* To illustrate the scope of JA Aide activities, two contrasting Centers are described below.

** At this Center JAs and Aides generally have considerable mutual respect. The Aides' preference in work was strongly shown (after the completion of the study's field work) when the Center reshuffled the Aides to placement units in an attempt to satisfy system demands for increased numbers of placements. Aides expressed frustration and sadness which they said resulted from feeling that their new work was meaningless.

An example of the JA/Aide interaction is combination of one JA, an Anglo, middle-class, older, former ES lady, who prefers contacting clients by telephone, and one Aide, a Black, younger than the JA, who moves comfortably with street people and is an ex-convict. When this JA is occupied with office paperwork, she suggests that the observer spend the day with her Aide: "It doesn't matter. If you're with the Aide, you're with me." The day's activities, all in the field, include: a trip to visit the Assistant Manager of a nearby Halfway House where the JA Aide finalizes arrangements for placing several WIN clients as Parole Aides, a brief visit to the WIN team Counselor at the WIN office to exchange information and maintain rapport, a visit to the DPSS office for a talk with a client's social worker, then a quick stop at the house of an informal (non-JA) client who wasn't home, then a visit to another area's WIN office to give the team member an employer's address so that a client could report to work Monday. (To assist "his people," the JA Aide uses any resources he can find; some of this activity he says is "unofficial" (i.e., irregular procedure, and he does not record it). At noon, the Aide picked up the mother of a client to accompany her to county court where her son is to appear for a preliminary hearing. The client is a brand new referral to the JA as the result of the mother's frantic plea for help through MDTA where her son has been in training class. The client cannot afford 308 dollars bail, but he will lose his training slot if he does not return to class by tomorrow. The JA Aide is knowledgeable about court procedures and has been sent by the JA to handle the entire event. The Aide also has with him a letter from the Center Manager requesting that the HRD staff be given responsibility in the case. En route, the Aide freely shares his personal experiences in jail and prison, and provides a base for mutual understanding between himself and the Black mother, who is at first frightened, then sobs gently. Because of bureaucratic interaction, the prisoner (JA client) has not arrived at court on today's bus, so the deal is off for today. The Aide meets a lawyer acquaintance in the hall who assures him that tomorrow's hearing situation would offer the client a better chance. Then the JA Aide and the client's mother drive to visit the client at the center where he has been transferred from the county jail. The Aide meets the client for the first time. The mother and her son have a brief talk, while the mother's hands tremble, touching the glass between them. Then the Aide talks alone with the client/prisoner.

The JA Aide takes the client's mother home, later, on the way to the Center, he comments, "This kid is young. We won't know nothin' until I talk with him outside -- inside they listen real good." By phone the Aide arranges to hold off the MDTA deadline by explaining today's events.

By then the day is over.

Another Sample Job Agent Day* *

ACTIVITY	TIME	JA AIM & CLIENT INVOLVED	RESULT/COMMENT
JA fills out barrier forms, caseload status, and other reporting forms.	2 hours	To meet HRD's need to know.	JA takes reporting seriously but is irritated by quantity.
JA makes phone call to WIN.	5 mins.	Wants to enroll male client in WIN.	JA has priority for getting clients in. All his WIN clients are with one team & he maintains relationship with them.
JA interviews and refers non-JA-client to a job.	20 mins.	Non-JA-client is ex-con with limited work experience. JA to use job order list to get him a job.	Client referred to job as spray painter though he has no experience. Employer says;okay he will train client.
JA interviews non-JA-client.	25 mins.	She is a widow with little job experience. She had worked as a volunteer at this HRD office to improve job skills, & then filled in at a community agency for vacationing secretary. JA wants to encourage her & provide her an opportunity to gain job experience.	She offers to serve as volunteer at office again. JA was interested in using her but made no special arrangement at this time.
JA visits private vocational school.	1 hour	To check on status of a client's car which was to be rebuilt.	Car almost ready, (was left 6 mons. ago)

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* This sample illustrates particularly well the time spent in non-reportable activities with informal clients.

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ACTIVITY	TIME	JA AIM & CLIENT INVOLVED	RESULT/COMMENT
While at school, converses with non-HRD-client.		JA is trying to upgrade quality of instruction & materials at school.	As result of JA contacting military officer in charge of legal operations, today non-HRD-client was able to get school to refund his tuition. Previously, JA, supported by his Center Manager, has put pressure on school by arranging a meeting of school administrator with Dept. of Voc. Ed., WIN, & MDTA representatives. JA intervened on behalf of both clients & non-clients whom he consulted to gather data on school's inadequacies. School agreed to make changes. Today JA keeps abreast of what goes on.
Lunch	30 mins.	NA	NA
JA drives 15 miles to pick up client and her car. Delivers car to school for repairs, and then takes client back to her home.	2½ hours	Client is divorced, unemployed, on AFDC, lives in area where there is no bus service. Client is afraid to drive car, so JA wants to provide transportation.	School will repair her car with free labor. Observer's impression is that JA could have saved himself by meeting meeting client at school.

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ACTIVITY	TIME	JA AIM & CLIENT INVOLVED	RESULT/COMMENT
JA develops a job at local retail store. He explains his role, shows employer how he rates client's qualifications, how he stays close to help out if client or employer has problems.	45 mins.	To get a job for a client or clients.	Employer agrees to provide a job at $340 per month. (The job offers no promotional opportunities but does offer stability with moderate pay increases.)
JA attempts to contact Center Manager by phone.	5 mins.	Manager brought an ex-con non-JA-client to JA to have JA interview him and place him in an MDTA program. JA was not in when they came.	JA is upset that Manager would bring a person to see him without checking to see if he is in; JA angry that a lot of people assign clients to him without asking him.
JA gets phone call from county welfare worker who wants JA to take one of her clients & place in WIN. Worker had heard of JA at a meeting.	5 mins.	JA wants to keep caseload manageable by screening out some of many clients referred to him.	JA refuses worker's request. He is irritated at people who try to use him as a resource for placing their clients
JA gets phone call from client checking on status of car delivered today to school for repair.	5 mins.	Client is same divorced, AFDC mother JA transported earlier today.	Client is very dependent on JA.
JA makes field visit to home of non-HRD-client.	30 mins.	JA's client needs another roommate because she is having problems with current roommate (also JA client) and wants out. JA wants to encourage girl to move in with his client in an apartment JA has located.	JA is deeply involved in lives of clients -- sometimes apparently to the point of doing for a client what the client could do for himself.

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ACTIVITY	TIME	JA AIM & CLIENT INVOLVED	RESULT/COMMENT
JA fills out forms	40 mins.	To meet HRD requirements	JA uses STEP & WIN clerical aides to compile some of the needed information, but fills out forms himself.
JA goes to home of client for visit.	20 mins.	To check on client's progress in an OJT program.	Client not home.
JA makes phone call to client.	5 mins.	To offer client opportunity to apply for job JA developed today.	Client does not want the job because there is no promotional possibility for her to go from clerk to supervisor.
JA's day ends at 8:00 p.m. today.			

APPENDIX D

JOB AGENT STATISTICAL PROFILES AND CASE STUDIES

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JOB AGENT STATISTICAL PROFILE AND CASE STUDIES

A. Statistical Profile

Job Agents are a heterogeneous group, normative do not present a good picture of a "typical" Job Agent. Therefore, the study ultimately depends more on description than statistics to characterize Job Agents.

We collected comparable data on the backgrounds of 32 Job Agents, randomly chosen from 64 who were working at the eight Centers we studied. Two items are based on an interpretation of the other data collected: an estimate of the socio-economic status of the Job Agent's parents and a description of the Job Agent's most significant work background. The criteria used for categorizing these items are specified in footnotes.

1. Sex. 22 of the Job Agents were men; 10 were women.

2. Age. The mean age was 43; the youngest Job Agent was 28; the two oldest were 60.

3. Ethnic Identity. 5 Job Agents were Anglo (15.6%); 13 were Black (40.6%); 11 were Chicano (34.4%); 3 were Chinese (9.4%).*

4. Where Job Agents Lived. About half of the Job Agents lived in the area that they were serving; about half grew up in the area they were serving.

5. Knowledge of Area Served. 26 claimed to know well the area they were serving; 6 stated they did not.

6. Education of Job Agents. The mean grade completed was the second year of college. All but 8 finished two years of college; 8 completed college; 5 completed high school only.

7. Paternal Educational Level. There were wide variations in the education of the fathers of our Job Agents. Of the 25 on whom there was data, the mean grade completed was the eighth; 7 had completed less than 5 grades and 4 had completed college.

8. Maternal Education. Of the 26 mothers of Job Agents on whom we had data, the mean grade completed was the eighth; 7 had completed less than 5 grades and 3 had completed college.

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*The ethnic composition of the eligible list from which the initial group of Job Agents was chosen was Anglo 33%; Black 41% Chicano 19%; other racial minority 7%.

9. (Estimated) Socio-economic Status of Job Agent Parents. According to our criteria,* 2 Job Agents came from hardcore disadvantaged backgrounds; 11 grew up in families characterized as "working poor;" one had grown up as a migrant farm worker; 17 were classified as middle class or lower middle class. We were unable to estimate the socio-economic status of 1 Job Agent family.

10. The "Most Significant" Work Backgrounds of the Job Agents.

a. 9 Job Agents had been regular, career Employment Service Workers.

b. 9 Job Agents had worked in the Employment Service, but were "irregulars," i.e., community workers.

c. 4 had been career workers in other governmental agencies.

d. 8 held "irregular" government jobs (or government funded jobs) in such programs as OEO, Operation SER, DOL experimental programs, Model Cities, and New Careers.

e. 2 had been employed in the private sector.

11. Income Immediately Before Becoming Job Agents. The mean previous monthly income was $740.00; the lowest income was $529.00 and the highest $1,160.00.

12. Highest Salary Previously Earned. The mean highest salary previously earned was $804.00; the previous salaries ranged from a low of $529.00 to a high of $1,600.00 monthly. The following are examples of Job Agent backgrounds based on interviews and conversations with Job Agents.

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*hardcore disadvantaged - family usually dependent;

working poor - parent(s) usually worked, but in low paid job;

middle class - parent(s) usually worked in semi-skilled, skilled or white collar jobs and family had adequate income.

B. Case Studies

Job Agent Case Study #1

When he graduated from high school, JA (Job Agent) entered the service to escape from a disadvantaged life. In the career military he became personally involved as an advocate of lower rank and disadvantaged soldiers when they were caught up in situations in which he felt there were injustices being perpetrated against them. His identification with the disadvantaged or minority underdog caused him, for example, to take the part of Japanese workers with whom he was involved overseas, against his own American colleagues. JA accumulated experience as an advocate of the have-nots against the haves. For many years he served as a military training specialist in rehabilitation.

He sees the Job Agent position as a way of continuing in a role he likes. His advocacy does not revolve around political or ideological issues. His criticism is not that society is fundamentally corrupt, but that society isn't working right. Responding to society's malfunctions, he concerns himself with attempting to undo specific problems his clients are having. He wants to make life a little easier for someone who is trying to get someplace. He is a facilitator and a fixer, addressing himself to individual problems of individual people with whom he identifies and feels sympathetic.

He sees himself in a good position to help in his Center's community because he is an Anglo. He thinks he can work in this Anglo and Chicano community more effectively than he might in a Black community. He works in an outreach station he found for himself.

Sitting in his car at a shopping center out in the community, JA knows many passersby. He addresses them by name. These are not his clients, but he has met them in the course of his general community activities.

From this community where he feels comfortable (he grew up two miles away in a similar environment), JA tends to choose clients who show evidence of being motivated toward job activities. He prefers to work with these clients who, as he sees it, deserve a break. They tend to have personal resources which make it likely they can succeed. He not only wants to place a client into a job and try to see that he gets a break, but he wants to change the attitude of the employer toward disadvantaged people. He wants to place the kinds of clients that can help change employer attitudes.

JA clearly articulates the differences he sees between the self-interest of the client and the self-interest of the employer, that is, the client is interested in working to support himself and his family, the employer is interested in efficient production and in making profits. JA sees himself as a broker bringing a client who has potential to an employer who needs employees with potential. In addition, JA sees an important side effect in that the employer gains the satisfaction of helping the employee realize his own potential, helping him develop and advance in the organization.

JA spends a considerable amount of his time developing employer contacts. He would like the system to do the same, and to allow him more time to spend with the employer on a personal basis. JA is the smooth, soft-talking, public relations manipulator; and he does not miss an opportunity to get whatever might be available for a client from any person with whom he comes in contact. His style goes with his extensive attendance and involvement in business and community activities in his area. He appears as often as possible, participating in employers' groups, such as the Chamber of Commerce and the Lions Club, in order to make contacts. To strengthen and maintain these contacts, he talks with employers in person, talks to them over the phone, and writes them letters. He seems to identify employers who might offer job openings for his clients, and develops quasi-social relationships with them. His savvy and sophistication enable him to be very personable with employers, and to be very flexible.

Using his military background as a basis, he approaches employers who have military contracts in terms of the military orientation they have in common. If he needed to wave the flag in order to be viewed favorably by an employer, he probably would. He considers the task of solidifying the employer contact as the main objective.

JA maintains credibility and visability in the community by moving throughout small businesses, establishing contact with them in order that he may obtain useable property or other resources for his clients.

- A manager of two retail stores sometimes gives him shoes or clothes.
- His tit-for tat interaction with resources is illustrated by his relationsip with two local churches. He refers Mexican-American alien clients and acquaintances to the churches for help with citizenship problems; they in turn find it useful to refer needy people in their church to JA.

JA thinks that an unnecessarily extensive amount of his time has to be spent "hustling up a pair of shoes for a client" or other emergency client needs. He laments the absence of case funds; if case funds were available, these minor needs could be met within a few minutes.

His energetic but firm attitude toward developing employer contacts and other resources also applies to his treatment of clients. He will retain the more seriously hardcore clients on his caseload but will not refer them for placement until he feels that they are ready and that they will not alienate the employer. In the meantime, he might refer them to a counselor at the county mental health organization.

- An example of JA's reality oriented approach is his relationship with one client who has a very dreary history as a prostitute. She had married one of her clients, had two children and finally separated from her husband after violent arguments about her past. She has been suicidal from time to time and JA does considerable personal counseling to try to deal with that problem. At present her children are wards of the court. On one visit, JA makes contact with her to offer his personal support and try to help her arrange to find a place to stay where she can establish a home stable enough to have her children awarded to her by the court. JA concentrates on helping her to understand the real requirements that need to be met before she can get her children back. She is very emotional about wanting to succeed. Even though she appears to have only an outside chance to succeed, JA attempts to interpret the situation to her so that she can proceed in the most reality oriented manner.

Although he is oriented to job placement, JA appears to feel a responsibility about being the only case service work in this suboffice which now has an applicant bank of about 300 unemployed people. As a consequence, he serves a large quantity of people in an informal caseload. He helps them out with special problems, but most of this activity is not recorded.

JA has empathy for individual clients.

- One Chicano couple has come to California from another place where they had been on welfare. As yet they have received no welfare check here. JA has helped get the husband in a training program. He has intervened on their behalf at a housing project which requires that someone in the family be employed. JA convinced the manager of the project that being in a training program was the equivalent of employment; the couple was admitted to the project. Also, JA personally loaned the clients some odds and ends, and helped them get furniture. Visiting with the couple at their home, JA is on a first-name basis with them; the

> relationship is warm and congenial. They talk in a mixture of Spanish and English. JA took notice of the wife and her attractiveness in a teasing way, but in a manner that is acceptable, perhaps culturally desirable, in the context of Chicano life.

JA occasionally invites clients to his home. But always, even with his empathy for clients, he keeps a strong sense of reality in general, the reality focuses on the job problem to be solved.

JA deals in a disciplined and orderly fasion with the demands made on him.* He is businesslike. A good deal of his activity seems planned, and is carried out by telephone or by letter. He knows his clients and approaches problems systematically. In meetings with community groups he attempts to stay on top of developments in the community. In contrast, he finds the paperwork requested of JA's burdensome, and tries, at times during the month, to catch up from memory. A good deal of his activity, therefore, probably is not well recorded. Although he is frequently out of his office, he is accessible because he calls back to his office fairly regularly. When he checks back, he responds to calls he has received on a priority basis.

Using his businesslike style in evaluating clients, he makes his own estimate of the possibility of a client's success. Although some of his clients' GATB scores have been below the cutoff point for admission to certain training programs, JA nevertheless places his client in the program -- if his own impression does not conform with the test result. He does not accept the system's definition of what reality is, but he writes his own.

Just as JA smoothes the way for his clients with trainers or employers, he wants his Supervisor or Manager to be his advocate with HRD. For example, JA resents that his Supervisor did not go to bat with him to have the installation of his phone paid for, after JA had gone to all the trouble of arranging his own office quarters free of charge. Once he hustles a resource, he is very critical of the HRD management if they do not support its implementation. As an example, JA resented that they did not support his efforts to engage numbers of area residents in the STEP program (even though JA had completed the paperwork on time). He thinks non-performers, like MDTA training institutions, which are not serving clients should be subject to open attack, that they should be actively pressured to produce or get out of business. For his part, he shares his views and feelings with other Job Agents and with other (non-HRD) agency personnel -- thus developing a circle of advocates of the issue as perceived by him. In this kind of cause he thinks HRD management has been hesitant to support him for fear of rocking its boat.**

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*This is in contrast to some JAs who respond to demands as they occur.
**Some Managers have supported JAs in this regard.

Job Agent Case Study #2

JA applied for the Job Agent position at the suggestion of one of her old ES supervisors. Since 1963, she had been an ES Placement Specialist. The Job Agent role appeared a way of getting to do things she had been reprimanded for before, such as "fraternizing with the applicants" or "taking a client to breakfast." She is proud of her record in ES. "I made so many placements in those days that they gave me a little waiting section all of my own."

JA was oriented to the world of work very early in her life. Out of an unstable childhood of foster homes, orphanages, various relatives, a mother who was sick and a father who was rarely around, JA was left to her own means. As a freshman in high school, she worked from 6:00 p.m. to 2:00 a.m. at a cashier's job, for $45 dollars a week. Later in high school she worked for about a year and a half as a punch press operator. Today, when a client is complaining that he may not make it on his job because of the cuts from the machine, JA lets him know. "I know hand cuts," she says, "During the first two weeks my hands were so raw that when I got home I held my hands up so the blood would run down... Almost any new machine is going to make cuts until you know it."

JA plunges her total self into her work and her clients' problems. "Sometimes I think my insecurities make me able to give my whole self to the job." She thinks Job Agent work comes naturally to her. "There is a feeling that you have to have for people, an empathy for their troubles."

JA is Anglo and does not consider herself a community member. She is not directly involved with the community; she considers involvement unnecessary for her goals. She does involve herself with several community agencies -- a number of halfway houses, an alcoholic rehabilitation center. She establishes rapport with them so that "they can help me." They are direct resources for assisting clients; contact with their personnel makes service accessible.

JA sees herself now as continuing her role of ES Placement Specialist, with the added privilege of more field work. She brought along her fat file box of employer cards. She keeps it near the telephone. Many cards have been in it for years. Although her goal focuses on placement, she translates possibilities for placement to fit the individual client. As an example, one Black client in his early 30's, just off probation, is sent to JA to get a job by one of JA's old P. O. (Probation Officer) acquaintances. The client has a serious pileup of debts. He has been unable to get a job in the janitorial work he wants, because of high blood pressure and obesity. He presents JA a foreclosure notice on his house and a large stack of creditors' notices. Weighing the placement possibilities, JA decides, "There's no point in our finding you a job now. They'll put rocks* on your check." Then JA explores with the client the possibilities for getting problems removed through assistance from a Legal Aid lawyer, and a possible class in budget planning offered by a new community agency nearby. JA suggests the possiblity of filing for bankruptcy; the client does not want to consider bankruptcy action. JA sets up an appointment to visit the client and his wife in their home at the first of next week, because the client's wife has spent a lot of the money and is directly involved in eliminating the problem of debts.

As in this case of the client in debt, many of JA's clients come through contacts made through the years -- parole agents, probation officers, ex-cons who tell other ex-cons about her, DPSS workers workers who know she is a placement gal with drive and follow through. If these referred clients do not meet Center criteria, and do not need many supportive services, she frequently may help the person get a job without ever signing him up as a client. If they need a lot of help, she will sometimes take them as official clients (though they may not meet strictest criteria). "I am commited to parolees. If he [the client] can make it one month longer [on the outside] than the time before, maybe the next time he comes out it will be longer."

With all her hustle, and commitment, JA is a tough lady. She closed out one client. He infuriated her when he tried to get service from another JA. "This guy was a shucker. He has a stable, you know, pimp. He is an employable." He hung up the JA with an employer by not meeting an appointment. "Lazy S.O.B. . . . We have too many people coming to us who really want help to be bothered with somebody like that." JA openly told him why he was being refused. (The second JA later offered, "I got his story . . . . I saw through that jive -- told him to get his own job.") JA rarely refuses a client, but, "If he is a son of a bitch, I won't fool with him." She resents being hustled for services. She accepts clients with any kinds of problems.

Along with the toughness goes a deep, motherly feeling toward clients. She likes clients with lots of problems so that she has an opportunity to take over and make specific recommendations. She's an aggressive, optimistic, firm mother. JA calls one individual her "baby girl." This client radiates respect for JA's suggestions. When the observer pressed the client to discuss JA's motherliness, the client responded: "Yes, she has qualities just like my mother, but good ones. She prods me to do things, but she doesn't do them for me."

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*i.e., garnish wages.

JA also is shrewd.

- She has personal contacts in many resource agencies. She has a respectful opinion of the Center's VER (Veteran's Employment Representative) who is sometimes useful to her in helping spot jobs for specific clients. She utilizes DR (Department of Rehabilitation) for tools under their special program for offenders. She has long-time relationships with the DPSS (Department of Public Social Service) General Relief staff. Because of her rapport with DPSS workers, she says, "I've never missed case service funds too much. I can get a man in and out of there in 45 minutes. If they came alone, it can take a full eight hours, plus frequently returning the next day." Most of her resource base is built on the principle of mutual benefit, e.g., contacts at DR help get tools for one of her parolees and she gives the DR acquaintance some job developing ideas.

- She has a vehement of opinion of the inadequacy of MDTA training, particularly the standard Skill Center "auto body and kitchen helper" kinds of classes. "I don't want nothin' to do with that 'institutional.' Where are they [clients] going? Nowhere. I'd rather have the client on OJT. I have one client in ________ Skill Center, strictly to upgrade her skills. She is together enough that the school won't mess her up."

- She is a wily matchmaker of employer and client. She butters up the employer. "I psych them out and give them what they want. If they like 'sweetie,' I give it . . . . I respect the employer." To match the employers' needs with client abilities, JA will go outside of her caseload (formal and informal). One day, for example, JA had no client who was physically suitable for what she knew to be an employer's requirements. She crossed the room to another JA who had a client at his desk. She offered the unknown client the job. "It's only three weeks, temprary, but you never know." [to other JA] "I saw he looked strong."

- She also prods clients to meet employers' expectations. She goes to jail to bail out one guy at 5:00 a.m., so he can get to work by 7:30 sharp. In return, though many employer contacts are in the low-level skill areas, she expects the employer to give "her people" the best deal he can. "I compete with myself, shoot for the highest dollar I can."
- She took most of one morning to get one Black parolee, still at the Halfway House, a license (his first in four years) so that he could go from $1.75 an hour on the assembly line to driving a double axel truck for $2.50 an hour. She lets foreman know she expects them to call her as soon as they get an opening. "I always soft soap the employers -- those who hire and fire, usually the foremen -- as to how well the guy likes him."
- Her employer-client matchmaking is similar to the style she uses during her lunch hour when she makes several phone calls to get an insight into the daily double at the track. She places bets several times a week. She shows a similar aggressive, bet-placing style when she puts one parolee client on his fifth job with the fifth employer. ("I can't do that to an employer too often.") Her positive outlook about winning, regardless of the odds, seems to transfer to clients.

Because of the nature of her caseload, and because of her strong opinions against placing parolee clients in inadequate training programs, she spends a lot of energy matching employers and clients in low-level skill jobs. She does not worry about the system's testing procedure (unless it is required for an occasional training program) because "A machine operator doesn't need to know how to read." If a client is ready, she rarely has difficulty placing him on a job. Her job development is "mostly in the old way, by phone, newspapers." Sometimes, working clients clue her in to jobs. "They call me at home at night, and tell me, 'I think he's going to be hiring.'"

In spite of her efforts to keep them on jobs, some of her guys return to prison. "If they [HRD officials] are going to measure success by numbers, they are going to can me. A lot of my people have gone back." The HRD Manager and the Job Agent Supervisor tend to reprimand JA for what they consider to be over-zealousness, apparently thinking that if JA were less possessive, and less emotional toward clients, she could be a more effective "case manager." Several clients have depended on her for a period of several years. JA, after many years of casework, thinks she should be free to decide her involvement. She takes management's suggestions as personal criticism.

Clients see JA's zeal in a different light. One Black, AFDC mother of four had a serious problem when DPSS took her children because she left them at home alone while she went to LVN training. JA helped in eliminating this problem through several court visits. Now, JA listens to the LVN teacher's complaints about this client's "health habits" (body odor), "grooming" (runs in stockings) and "militant attitude." (The client thinks the teacher acts arrogant.) The client, JA, and the teacher discuss a serious problem of the client's refusal to give suction by inserting a tube in mouth of patient in danger of suffocation. After the discussion, the teacher seems willing to give the client another chance. In the car driving home after the interview with the teacher, the client and her Black classmate, also a JA client, show affection and respect for JA. When JA stops at the HRD office, the observer asks the clients about JA's relationship with them. One speaks, the other nods, approving, "She's an authority figure, yeah, but her heart is half Black. She stood by me in court . . . got me through a lot of scrapes." Another client, an Anglo man with a total of twelve years prison confinement who has stayed working eighteen months, offers, "Without Mr. A. [Director, Halfway House] and Mrs. B. [JA] I could never have made it. . . . It's not only me she's helped. I know other guys at the Halfway House had help from her . . . She's a real busy beaver. God's gift to convicts."

Job Agent Case Study #3

JA's parents are from Mexico and had little education. In California, his father worked as a barber, his mother as a laundryworker. JA still lives in the same neighborhood he grew up in. It is similar to the one he works in. Like his father JA worked as a barber for a number of years. JA had two years of college, and tired of barbering because it did not pay enough money, he came to the state employment service as an interviewer of job applicants (ESO I). A couple of years later, he took the Minority Employment Representative (MER) position, keeping tabs on government contractors compliance with non-discrimination regulations; JA did that until the Job Agent position was available.

While an MER he developed a store of knowledge about employment in his area. He became acquainted with the big firms doing government business and the people who are sources of placements. He now uses the network he began to establish in those days. In his early forties, he knows the ropes. He likes being involved, being busy, being called on, being in the center of things. He acts as a connector between people and services. He is good at it, and he knows it.

To make the connections, JA does a lot of evaluating, and a lot of negotiating.

- One client seemed to be a model client except for the fact that when JA would refer him to a job, he frequently would succeed in getting the job but would lose it shortly after. JA placed the client in a STEP slot at the Center in order to observe him. JA came to realize that the client had special problems in his relationships with women co-workers. The client did not like women and this was severely affecting his job performance. JA set up this situation in order to evaluate his client in a work setting. He then was able to counsel him about his specific problem.

- JA's interest in negotiation has brought him into contact with unions. JA found that when writing contracts for a client in OJT and labeling them "Auto Mechanics," clients came under the jurisdiction of a certain local union. That Local was not cooperating with the OJT program. JA then found approval of the program with another Local by writing the contracts and labeling the clients "Auto Tow Truck Repairmen."

Even with JA's preparatory evaluations of clients and negotiation for services, there is a continuing possibility for him to arbitrate. JA is very aware of the special requirements of jobs and employers, such as physical requirements and social ones, and he will judge whether the client will meet the employer's expectations or whether the client can be helped to meet the expectations.

- JA sent one client to a NAB/JOBS pre-apprentice plumbing slot. Although he discussed with the client the probable discrimination the client would face, and had done some preparation with the foreman when he developed the slot, a conflict with a prejudicial aspect developed between the foreman and the client. JA then intervened with the client and the foreman in order to try to reduce the friction and ameliorate the situation. JA appears to have succeeded in doing so.

JA enjoys his role of connecting people with services. Although his maneuvers are oriented toward placing people in jobs, he is involved with his clients as individuals and becomes involved in their personal lives. He doesn't hesitate to intervene if it will make them eligible to receive services. For example, he was instrumental in bringing about the marriage of one client, in order to put the client in a more advantageous position with regard to the system.

JA sees himself as a Mexican-American and wants very much to help his people, but his clients are all kinds -- Mexican-Americans, Blacks, Caucasions -- and anyone on his caseload would receive services. The Center's screening unit tends to give him Spanish-speaking clients because he is one of the two JAs who speak Spanish. JA also likes to work with parolees. Within the Center people refer parolees to him, and he recruits some from the state prison.

JA is very concerned about upgrading clients into good jobs. He wants his parolees to have good jobs with promotional promise when they leave prison. He sees his role as that of a broker helping the parolee satisfy the Adult Authority's demand that the parolee be employed. He will do general social service activities as long as they relate to jobs and training. He will arrange for medical care, or deal with traffic citations. He appears to perceive each client as if a contract existed between them. JA provides a service and his client is bound to provide motivation and interest and to cooperate with him in his efforts to provide the service. As a rule he does not go into the field with clients to job interviews, but he will appear as an advocate in court, or where his presence is necessary as a go-betweeen. For example, if language might be a problem, he will go with the client. If the client needs a character reference, and it is necessary for JA to appear in person, he will. In general, however, he expects clients to be responsible and to take the initiative in following up his leads. JA sees himself as a professional, separate from his clients, not needing to rescue clients in moments of crisis. He is not emotional, perhaps a bit paternal, a bit austere.

JA's facility as a negotiator, evaluator, and consultant appears to be enhanced by a broad bank of resources. He has a variety of intense community involvements primarily with Mexican-American community organizations (six) and organizations devoted to helping convicts and ex-convicts. He uses his involvements in these organizations to make friends and contacts which give him access to future placements and services for his clients. JA appears to have personal relationships with one or more people in all of the available resources, inside as well as outside the Center. As an example, he knows the strengths and weaknesses of every local LVN school in which that client is most likely to succeed. For

The Assistant Manager estimates that JA spends 16 to 18 hours a day doing his job. He usually is at work at 8:00 sharp and is the last one to leave the building at night. Often he brown bags, working right through lunch. His membership in organizations often requires night meetings. His work with prisons and related organizations requires his visiting the prisons, sometimes at night. This JA appears to have tremendous energy. Most is expended keeping intact his vast network, through which he routes the clients.

Job Agent Case Study #4

JA grew up in this Center's Black neighborhood, went to school here, now lives here. She recalls her father as a hardworking construction worker, "We had the first refrigerator, the first TV on our block . . . . Big Momma [maternal grandmother] ran the home . . . . She waited on us hand and foot. She ironed our socks. I never slept on a rough dried sheet." JA cut out from this family scene, and for a time was a delinquent. She did a bit in juvenile hall and general female hustling. She knows the ropes, and as an adult, working as a community worker for a community organization, learned about service resources available for her people.

Today, during a trip to a nearby drugstore, her banter with a Black waitress acquaintance tells that she is an integral part of the personal life of this neighborhood. Later, visiting a community organization which assists ex-felons, JA offers, "I'm gettin' the girls (her daughters) a bed. I'll trade ya. You pick up my new bed and bring it home, and I'll let you have my old beds. They're OK. Se ya Saturday."

JA's personal involvement in meeting client needs is clear. One female client, just completing a hairdressing course, currently is on welfare with her several children. She has need of immediate cash in order to buy the supplies necessary for taking the state board examination in cosmetology. JA wants to obtain the necessary supplies for her, but JA has no cash supply (except for minor items, like busfare). The Client needs a new work uniform and shoes, plus two beauty kits at $15 each, totaling $70. JA tells the client she had planned to lend her (out of JA pocket) $30 for the required kits. "S..., baby, I thought we could swing $30, but $70! Can you turn a trick?" In this situation JA is her usual direct self. She shares her dismay at the impending expense with the client. Since there seems to be no clear route or resource for meeting th need, JA shares her musings about possiblities with the client.

Earlier the same day, JA had a talk with an attractive young Black mother of a five-year-old boy. The client had example, JA is one of the few using an LVN training institution which requires a tenth grade achievement in reading and math. He sends only clients who perform up to this level. He works with the school's requirement; rather than cheat, he would use an alternate school, of which he knows many.*

JA uses his consultative abilities to put together resources for his clients and other people's clients. He works closely with compliance officers to find out what firms are under pressure to hire the disadvantaged. He has a good working relationship with NAB/JOBS. One reason he likes NAB is that if he develops a job, NAB will take credit for it and provide supporting services for clients. He considers such a resource very effective, but he thinks arrangements by the JA and personal contact are imperative. He also uses MDTA individual referrals extensively, and has been responsible for bringing together all parties -- the State Department of Education or the State Department of Rehabilitation, the trainers, and the MDTA people -- to get approval of a newly selected training institution. He continues to interact with and maneuver these programs even though he finds, both with NAB/JOBS and MDTA, that the time lags resulting from system red tape are frustrating.

JA's network of resources make it easy for him to operate by telephone. He spends very little time away from the office. His contacts with employers as well as clients are by phone or in the office. Occasionally he uses the JA Aide to make home contacts and other kinds of contacts with his clients.

He approaches his job as a businessman would. Like a businessman, he may spend his lunch hour with an employer talking about possible job openings or training opportunities. He ran some seminars in the Center which both employers and case responsible people attended.

JA is incredibly busy answering telephones, answering questions, and giving advice. Other CRP's respect his abilities and often consult him for advice; he freely shares his agency and employer contacts. Much of the advice and consultantion he gives other staff is undocumented. Some other JAs appear to resent the recognition he has received.

JA has succeeded in placing almost all of his clients, with the exception of those who are not motivated or who have disappeared. Many of his placements are in jobs with upward movement potential. Although he acknowledges that writing records is an important and legitimate activity, he is frustrated with the amount of time paperwork requires. He spends about ten percent or less of his time documenting, and his records are not thorough.

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*In contrast, some JAs would send clients who do not meet the tenth grade requirement.

completed a Skill Center clerical course four months ago typing 50 wpm today JA tested her at the Center and she did badly, 30 wpm. JA puts responsibility on the client, "The spot (loss of proficiency) you're in now is your own fault." She lays it out without being judgmental. There are long silences with no expectation or need for either the JA or the client to say anything; there is a comfortable non-verbal rapport between the two women. Later they have hot biscuits together while the JA tries to think of something. Meanwhile, another community acquaintance, a young, Black man, sees them walking in the street and pops into the cafe to find out if the JA has spotted any new job he might fill (He can neither read nor write). She hasn't spotted one, but she tells him she will keep looking. Once back in the Center, JA gets an idea about the possiblity of utilizing a stop-gap STEP slot for improving her female client's typing skills. Through a maneuver with a JA friend in another area, JA gets a STEP slot even though this area's slots are used up. JA races ahead, seemingly without including the client in the present plans.* The observer asks the client how she feels about JA's jumping to a solution without consulting her. The client responds: "You just never know what she is going to come up with. A minute ago we were discussing welfare. Now look. Always when things seem the worst -- at the bottom -- something good happens. There's nobody better than /JA/"

JA's personal experiences as a street hustler provide a basis for her rapport with clients. "I understand the system well enough to know what it has done to poor people. . . . These m....f..... /the clients/ will f... with you, and have to know how to deal with that." Convinced of a client's straightforwardness, JA will align herself as an advocate. One client of the Center, a veteran, (recently returned from the stockade for being AWOL) had been JA's neighborhood acquaintance since the client was four years old. When HRD workers in another unit, cannot locate his folder, the client offers, "I'll come back later." JA tells him, "No, don't you go now. You stick here, else them m....f..... will f... with somebody else."** The client is comfortable with JA's support. Although he is brand new to HRD, he says, "This is cool -- that there is somebody like this."

JA serves a large number of community acquaintances who are Center clients but are not eligible for JA services. Many are single persons who are not eligible if they have no dependents. She gives them encouragement to use the JIC, for example, by checking back with her "once a week;" or explains how they can state their problems at the reception desk to get what they need from another unit in the Center. One seemingly average summer morning, JA helped eight such clients. This liaison function between the community and the Center is an undocumentable service uniquely performed by this JA as well as several community workers.

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*This example illustrates a definite contrast in style with the traditional counseling techniques which require the worker to involve the client in the decision making.

**Observer notes that some middle-class, older ES types find JA's relaxed, four-letter lingo aggravating, at the least.

At the windup of a converstaion with one such informal client, JA was asked about a new training program with a stipend which the client had just heard about. JA answered: "I haven't heard about that. If you find out anything about it, call me." Typically, JA respects clients as sources of information -- she knows that information travels quickly in the community by word of mouth, and the client may know about a new resource before she does.

JA freely intersperses her personal business with her work, and just as freely intersperses her work with personal business when she runs into friends/clients in the community on off hours. The observer was unable to distinguish clients' phone calls from friends' phone calls. JA's attitude and style is the same. As JA puts it, "Most of my friends are poor."

As an advocate for her client-peers, JA does not hesitate to hustle (Or, politely speaking, "manipulate") the system to meet client needs.

- "One client wanted to be an LVN. I gave her the GATB test which was required. She had the lowest score I've every seen. And she's the highest student in the LVN training class of 12 . . . . She wanted LVN so she works hard at becoming what she wants. You don't work hard at a test, 'cause you don't want it. The test wasn't relevant to her. She couldn't justify to herself that it was necessary for her to pass this test to be an LVN. I thought she could handle it. That proved to be right. So I lied and said her scores were higher."*

- In discussing training subjects she might prefer for specific clients, JA usually suggests opportunities for training in professional occupations, such as counseling or dentistry. "If these people are going to make it, they need a chance to upgrade. These /available/ short-term, low-skill-level training programs leave them where they were before."**

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*This hustle has been hampered, or stopped, by the Center staff's double checking the machine-graded results which now come from Sacramento.

**In general, other JAs in this Center passively accepted available programs in considering their preferences.

- As an advocate, she translates system expectations to her people. One day she advises a 16-year-old Black neighborhood friend on getting an NYC summer slot. He had come in wearing a black tank shirt. JA helps him fill out his application with the suitable figures. The, JA says, "When you go on the interview, you'll have to put on a shirt." He went home and did. Eagerly.

- JA advises another client to seek service from Legal Aid. Knowing that the client is a welfare recipient on a working mother's budget, JA advises the client, "don't tell them you're working. That information is confidential. Your social worker cannot give it out. Then you won't have to pay." Otherwise, JA explains, there would be a $200 or $300 lawyer's fee which the client could not afford.

JA's dealings are primarily with clients and with community resources. Employer contacts are limited, and JA relies on the in-house jobs or jobs by word-of-mouth through community resource friends and acquaintances.

JA's casual style goes with her tendency for minimal planning. Some sections of days are frittered away because her inclination is not to follow up systematically on client activity. She will check out a client who has not contacted her, usally when the system demands it, but it is a low-priority activity.

Job Agent Case Study #5

Until he was 19 years old JA lived in disadvantaged circumstances on an underdeveloped island of the Caribbean. He came to Harlem and at 26 went into the military. During most of his 20 years in the army as a non-commissioned officer he worked in social services, primarily in the area of community mental health. On retirement, he worked as the director of a community action agency, helping establish services such as child care, 24-hour crisis intervention service, a food pantry and furniture store in response to community desires. He has a long history of concern and activity in the area of service delivery to the poor. Now, he participates in a couple of neighborhood councils, a drug group sponsored by the Probation Department, the Optimist Club, NAACP, and an Episcopal Church. His list of community affiliations expresses the JA's orientation, a predominantly middle-class attitude. He is very concerned with the poor and can relate to street types, but could never be mistaken for one of them.

He says he will work only with people who have a will to do something about improving their lives. Most of his clients are veterans. If a client has a skill he learned in the military, JA will make efforts to get him into a job in which he can use that skill -- just "any" job will not do. He informs veteran clients of the benefits to which they are entitled, and tries to help them receive these benefits. JA is very placement and training oriented. He has a few handicapped veterans on his caseload who have had full DR services but now need placement. With them he is working to break down employers'resistance to hiring handicapped veterans. Because JA wants to preserve a good relationship with the employer as well as help his client, he is not likely to place a client into a situation in which the client will fail. He appears to believe in salvation through education. (Now, with three years of college, he continues to go to school at night.) He consciously weighs a client's potential for benefitting from training or education, and will try to place him in a permanent or stop-gap job while he is being trained -- If he thinks the client can benefit.*

JA is well informed about the HRD system and outside resources; he knows how to make them work for him. In his community groups he is a leader. Through community activities, he has developed a number of resources unique to him -- an unofficial car pool to transport clients to jobs, training, or other services if they need it; a place where a client can get used clothing at little or no cost; eight families with which he can place clients for short periods of time; five or six employers in the general service area who will give a stop-gap employment to tide his clients over for a few days.

JA appears to spend most of his time in the office; most of his client contacts are scheduled appointments at his desk. He would be likely to contact other agencies or resources by telephone, preparing the agency for the client contact and then sending the client over to the agency. He is not likely to take the client around or to intervene personally. (Perhaps his style of activity is related to the fact that most of his caseload consists of ex-servicemen who tend to be organized enough to go to agencies and to keep appointments.) When JA does go to the field, he goes for a specific and necessary purpose -- to attend meetings or to visit clients in their placements. He definitely is a network manager, using his contacts to bring resources to meet his clients' needs. He spends a good deal of his time developing contacts with employers and speaking to groups in order to develop potential placements in training or jobs for clients.

He is very businesslike and organized. He knows his clients, moves systematically on each problem, and stays on top of the situation. He will exert great efforts to find resources to help clients. He comes across like an expert, an authority. He has an implied contract with his clients that he will bring to bear his expertise on their problems, but they are expected to utilize what he does on their behalf. Apparently, JA's self-disciplined style serves as an example to clients, and inspires them to stay together. If he loses a client, he is concerned, but he sees his job as going on and trying to do something for the next client.

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*In contrast, a few JAs will use training for a stop-gap stipend.

He has become active in pressuring management to meet community needs. For example, he mobilized the community and other JAs to demand more STEP slots than management had requested. Even though as a community advocate he comes into conflict with the Center management, he has continued to maintain a good relationship with them. Management seems to respect JA's knowledge and his ability to communicate.

Job Agent Case Study #6

In his Center JA is known as "the house radical." He says, "You've got to be out there on the front line or else you're nowhere." He is skilled in the use of radical rhetoric. At a campus like UC Berkeley, he would likely blend in as one of the radical crowd. He was described as "the kind of guy who just walks in the door -- and suddenly everyone there is more radical (or embarrassed)." He seems to be something of a catalyst though he is often uncomfortable with that role. In a group he waits for an opportunity, remains silent until people are wondering where he is and what he will say. Then at apparently the psychologically right point in the meeting, he says what he has to offer with impact. His background includes mobilizing community members to fight civil rights issues, and issues of housing, education and welfare. He is a community organizer who does not fit well into a bureaucratic system.

His role as catalyst and community organizer is his way of serving "the people" in the abstract, rather than people as individuals. He focuses on such questions as who has "the power" and who runs "the system" instead of the personal problems of a client, or how to get him a job (unless he is already employable) or how to provide him with a service relative to his particular need. He views his clients in a political way -- i.e., he sees them as victims of the power relationships and the diseases of the system. There is evidence in his case records that he would advise some Black clients to "cool it" and put up with the job, in order to get the money which they needed to live. If a client had a legal problem, he is likely to see it, not as the fault of the client, but as a manifestation of the traps inherent in the system.

JA seems to put his clients in a group scene, with himself playing one of the characters, the rhetorical advocate. In the scene, he is a peer among the young, Black male, ex-convicts, (usually with strong political orientations), who tend to be his clients. He does the Black handshake ritual, and the raps and actions he goes through are designed to demonstrate social and cultural rapport, but he is not likely to go from this buddy relationship to a personal one-to-one level with a client, or with anybody. He is personable, not personal.

He does not like to serve women, especially older women, many of whom are going to be housekeepers and do domestic work. One 200-pound, six-foot-two, female client said of JA, "We talked, and I though he was a nice young man, but nothing happened." JA said, "I don't know what to do with her." He felt unable to advise her, saying that her will to resist the system had been destroyed because she now was willing to work as a maid.

Using the rapport he can establish, JA brings into play his major resource -- the Center workers nearby. JA might take a case assigned to him and go to somebody, like another JA, saying: "Knowing you're interested in drugs -- I have a case here which is kind of a problem." Then JA would leave the case folder, and walk away. Workers from whom he seeks assistance (usually other Job Agents) seem very tolerant to him, if not supportive of this activity, and are willing to help. Thus, JA appears to be an unusual manager in that he has the skills to get other people to do the work. He is an executive type who is not in an executive position.

One observer "never saw JA doing anything himself for anybody."

In the long run, JA is not successful at beating the bureaucratic system of HRD at its own game. He is unable, despite his executive skills, to keep pace with the requirements and paperwork. Some of his failure may be because of the anxiety and tension caused by the bind of his position -- having to be part of the system and accept its support while at the same time hold a personal ideology at odds with the system. At least some of his failure to master the system comes from a lack of the practical skill and system knowledge that come, with time, from doing the job.

Perhaps because his image and his personal behavior are so clear, JA is a target for CRP staff criticism of JAs. Whenever other case responsible people in the Center want to run down the Job Agent concept, they use this JA as their reference -- even though they do not directly name him. Other workers watch and keep reasonably careful track of the things this JA does. They use him as an example of what a JA is like. He provides a focus for their resentment toward all JAs. On the other hand, the other Job Agents and his Supervisor are very protective of him -- almost as though he embodies the Job Agent concept itself.

Job Agent Case Study #7

JA comes from a poor Chinese family. All six children and the parents shared a one-bedroom apartment above a Chinese restaurant. The one bedroom was kitchen, parlor, and bedroom combined. Family members took shifts using the apartment. There was a community toilet and no bath. JA went to the YMCA to do his homework and to bathe. He left home to go to school at 8:00 a.m. and did not return until 11:00 p.m., except for meals. The kitchen table was his bed. As a kid he delivered papers, shined shoes and hustled. At 15, after being involved in numbers of minor delingquent acts, JA was sent to a school for borderline delinquent boys. When he returned from the boys home, he went to college and soon dropped out. (The interviewer explains, "Everybody takes a crack at City College.")

JA then took a job at the Department of Employment as a street worker in a program which was designed "to get youth off the street and into jobs." He was one of the few survivors of this program, and he worked his way to the Job Agent position. Today, approximately one-half of his JA caseload is made up of youth (ages 18 to 30) with a delinquent background, either drug or minor crimes. A few have felony convictions. Many of his clients are clients because of severe cultural pressures. For example, one client was under pressure from his parents, because he was 18 years old and able to work, to go out and get a job -- any job -- to earn money to pay for the passage of his grandfather and three brothers who remained in Hong Kong. His parents and two younger brothers were in the States. This client came to JA seeking any kind of employment. He is unskilled, and though JA tried to find training for him, he says he can't afford to be in training.* Consequently he takes a job as a busboy -- for $300 a month -- which does not satisfy him or JA.

JA is deeply involved in the community from which he and his young client have come. He advises and participates in two college student organizations which work on tutorial, housing and juvenile legal defense projects. He also belongs to two programs working with disadvantaged youth, one of which hires street workers to serve as leaders for juvenile groups. He serves on the advisory board of a mental health center. JA has lived in the community his entire life -- with a couple of years off for his boys' home experience, and a brief period in later years with his parents who ultimately managed to work their way into a middle-class neighborhood.

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*The client is ineligible for training programs with stipends. He cannot qualify even for apprenticeship programs because he has no high school diploma and has not passed the GED.

JA spends many hours with his clients. He has about 40 "informal"* clients whom he gives intermittent service. If a job-ready person comes in, JA may take time to refer him to a likely job, even though that person may never become part of JA's caseload. He will stop to talk to a client on the street, and end up going to dinner with him, or to a movie. One of his clients is also a neighbor, living in the same rooming house. The client wears the JA's suits to work at a hotel where he is a management trainee. The JA and the client share the JA's suits. JA feels that if he is successful he can help clients avoid having to go through the kind of growing up he experienced, that is, the lack of family cohesiveness, lack of strong parental influence. Four of the five people on the floor of his rooming house are clients. The clients' unresolved problems affect JA personally. Sometimes he expresses frustration or anger at his inability to help them.

JA sees himself as representing the possibility of upward mobility to Chinese youth and as working to identify pathways for them to get the services they need to move upward as he has done. JA has the reputation of preferring to work with young people, so anyone in the agency who has a young person with special problems may decide to refer him to this JA.

JA's objective is to remove the obstacles that bar his clients from gaining permanent employment. His primary emphasis is on preparing the client for the best job he can learn to do, rather than immediately placing him on a job. For example, JA would hesitate to put a client into a stop-gap job for fear that the client may interpret this job as being permanent and thereby not develop himself to his full potential. JA uses NAB/JOBS an NYC programs extensively, since these are best suited for his young caseload. He also develops jobs through his contacts in the community. In one situation, community people were demanding that a large new hotel in the area hire a certain number of Chinese management trainees. JA was aware of the community pressure, took advantage of it, and got his client into the management trainee program.

JA will favor his client's interest before an employer's but will be careful not to make life too difficult for the employer in order not to endanger his resource. If a conflict arises between the client and the employer, JA will not side with the client completely. He attempts to see the conflict in perspective, taking into account the youth and the delinquent tendencies of the client. JA probably is much more concerned with providing services, such as social welfare and legal assistance to clients than he is in developing jobs.

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*"informal" = not accounted for in the HRD system records.

The JA's desk and reporting system are somewhat disorganized, but JA goes by a calendar and keeps to the schedule which he has made at least a week in advance. In keeping with the nature of his caseload, JA is flexible and will alter his schedule to help meet a crisis confronted by a client. He works on a sliding scale of priorities so that if a crisis develops with a client, he may drop what he is doing and go and work with that client.

JA is, in fact, a full-time JA. His job and his life are intertwined.

Job Agent Case Study #8

JA mentions that he was born in a boxcar, and grew up in a poor community. He loaded airplanes on the graveyard shift to earn his way in college. After college, he taught industrial arts in a high school. He worked as a land surveyor. He was director of a couple of community action grass roots projects. He came to the Job Agent role from a job as a union carpenter. His first contact with the State Personnel Board illustrates the kind of a position he takes. He was dismayed that many of the Job Agent applicants were people who had previously worked for the State, because he said that subconsciously they already were accepting of the system. In his case, he was scheduled for an examination at 3:00 o'clock in the afternoon. He called the State Personnel Board and explained that he was a carpenter working on a site and couldn't possibly make that time. They got back to him later and proposed 5:00 o'clock. He called again and said he still couldn't make it because he had thirty miles to go, his job quit at 5:00, and he couldn't cover the distance in one minute. Finally, the State Board agreed to a 6:00 p.m. interview date. JA wonders how the board could have made this kind of decision unless they were assuming that the kind of people they were going to pick up would be people who were unemployed or, if employed, in a white collar job where they could easily take time off for an interview.

JA sees individual clients as equal and independent persons. Rather than decide what the client needs, and give service accordingly, JA asks the client what he wants to do. Then he helps him make use of any tools that might be available to do it.

JA has helped himself in the discovery of client interests by arranging with a nearby college for a special test. If the test can't be arranged to fit the client's schedule, JA uses a technique of talking to him about his background, his interests, and his past jobs. Then JA pulls out the want ad section. He goes through the ads, circles in blue those that appear to spark some client interest, and in red those that don't. As this process goes on, JA may find a point where he can begin to consult with the client. He may say, "It's beginning to look to me as if there is a pattern here. Do you see it? . . . What's your feeling about this pattern? . . . . Does it mean you like to work with your hands? Like to work outside? Interested in making a lot of money?" And on. The assessment is made with the client rather than about him, or for him. JA's attitude toward clients as individuals is shown in his argument against case folders, which he has described as "our monument to social failure." He thinks that the moment you pull out a case folder for a hardcore and/or minority person, you're turning the individual off. A lot of non-verbal communication is triggered. The individual immediately assumes you are already aware of the fact that he dropped out of school, that he has a poor job record, and may have been in prison.

He sees his goal as creating independence for a client. Maintaining this point of view, he refuses to manipulate a client. Several times, even when a client directly questioned JA about what his course of action ought to be, JA was supportive but absolutely refused to specify a course.

From the same position, JA approaches his role as a matchmaker of client and employer. JA thinks there's only one kind of job development that pays off and that is trying to develop a job for a specific client. JA points out to the client that no one has an obligation to starve, and that if he wants to avoid it then he has to learn to provide the right answers. He tries to teach his clients that they have to listen, understand what the man wants to hear, and make certain the man hears the right story. JA focuses on getting the client geared up to talk, and to talk right. He doesn't approach the employer to develop a job for the client unless he and the client have discussed it together and decide together that it's the right strategy. He may give the client a ride out to the place for an interview. If they have agreed on it, he may make a few comments to the prospective employer, such as out of a thousand people he has interviewed in his extensive experience, this guy strikes him as very sharp. He thinks it would be in the employer's interest to interview him. If he goes to the interview with the client, he might say other things related to the particular guy. He might say that out of all the jobs mentioned and talked about, the client had really picked out this employer as the one he really wanted to work for. Or, in another case, a client may have had fifteen jobs. JA says that normally the employer would look at this employment record as an indication of instability. In such a case, JA may come out first and talk to the employer, noting that in the ghetto job turnover probably is more a reflection of the system and the low quality of jobs. For the employer, JA might say, a better indication of stability would be to find a man who had lived the past ten years in the same house. Thereby, JA is calling the employer's attention to other ways of looking at the data, ways that make the individual seem a more like prospect than he would be if the usual pattern is followed. All these extras aside, JA is interested principally in getting the client ready for the interview. Thereafter, he places reliance on the client's ability to sell himself. The next time the client needs a job, this particular JA may not be around, or may be in jail.

So JA concentrates on developing a person's own ability and self-confidence to the point that he doesn't need an umbilical cord tying him to JA, or to HRD. He lets the individual know that he thinks the client knows best when he needs JA assistance. Also, JA will make it clear to the teacher, if the client is in training, or the employer, or someone else, that if they see a need for his help, they are free to call him.

JA says many of his clients were not placeable and might never be placeable. He notes that about half of his cases are individuals who would not be taken by another JA in the Center. He comments wryly that other JAs have longer histories of employment with the State, have a sense as to which kind of clients would merge as successful, and avoid cluttering their caseloads with the unsuccessful types. He has placed one client five separate times. Each time he loses his job. Another client is difficult to communicate with. JA discovered that Rehab had kicked him out of a sheltered workshop because he didn't work fast enough. JA said that really blew his mind; Rehab just kicked him out and did nothing further withhim. No one even made an effort to see if he would be eligible for welfare under these circumstances. JA found him a job living in a trailer and serving as a kind of a watchman. Then he lost track of him but heard that he had been arrested later, after losing the job that JA had found for him. JA is trying to place and keep several other clients, approximately one-half of his caseload, in sheltered workshops. He thinks the State has not thought through carefully what it expects the JA to be doing and the kinds of clients JA works with.

Although JA has lectures at the Skill Center on job development, and written a paper on it, JA has not done job development lately. In general, he says his current caseload does not lend itself to any particular job development because clients are too far away from meeting employer requirements.

In the broad context, JA sees the Job Agent role as one of community organizing and developing. He wanted for example, to help a group of Blacks who might have a little bit of money to organize a bank of their own. When the Center was allocated additional STEP slots for the summer, JA encouraged a number of community organizations to form a loose alliance and apply as employer of STEP enrollees. He managed to put close to 200 individuals into the STEP operation by this device. He actually moved ahead of the ability of the State to provide necessary support, with the result that some of the enrollees who became staff employees failed to get their checks. Apparently the Manager of the Center was not too happy with JA's wholesale use of this particular device. Recently, the observer discovered that the STEP program, which was to have expired before now, has been continued. JA chuckled about this, noting that there was too much political clout on the part of the groups in coalition for anyone to be able to remove the STEP operation. In the role of community developer, JA also has proposed that community aide employees be used to study intensively a sample block or two surrounding the Center. He would use this data collection effort as a basis for presenting in depth an array of the community people and the problems they face, and would use this information politically in Sacramento and Washington. JA has been disappointed that HRD management has not encouraged his using the Job Agent role to mobilize community resources.

APPENDIX E

OTHER CRP (CASE RESPONSIBLE PERSONS) CASE STUDIES

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OTHER CRP (CASE RESPONSIBLE PERSONS) CASE STUDIES

CRP Case Study #1

CRP is a middle-class woman, working for a living in the HRD agency as a career person. Although she lives in the community, she is not active in any community organizations.

She states that she does many of the same things that Job Agents do, except that she never goes into the field and works from 8:00 to 5:00. She is perfectly satisfied to work at her desk. She develops jobs, counsels and places clients on jobs or in training. She intervenes and advocates for her client by telephone but does not go into the field to advocate in person. When the need arises, she turns over some of these out-of-office advocacy jobs to Job Agents. She is comfortable about asking for advice and assistance from others in the office, but she does the majority of her job development and placement activities herself.

She does not have personal relationships with clients, nor does she have a special group of clients. Whenever it is her turn to be the "CRP of the Day" on intake, she takes whoever comes in the door, referring some to the J.I.C., or to another CRP, or she takes the client in her own caseload. Her clients are disadvantaged persons, since mostly disadvantaged persons come in. She concentrates on getting the correct facts from them to put on the application forms. She may do some vocational counseling and some counseling about how to act when applying for jobs. In terms of improving people's employability by working on personal development or employability development, she is neither interested nor does she occupy herself with those activities. She acts like, and probably feels like, a placement person. She is effective in this role.

CRP Case Study #2

Today CRP is working her way through a file of about 80 cases. She is sending cards to those with names beginning with letters M through Z to find out whether they can still be contacted at the same addresses. These clients have been waiting for training for several months. On top of her desk, in another file, are 36 folders representing clients she has placed in training over a year ago. In addition, 200 green sheets of one-shot interviewees make a huge client file on a table at her right elbow. Today CRP is gently reminded by her Supervisor that she needs 7.6 interviews per day* from now until the end of the month to meet her quota of so-many-per-day. During the past year, the Center Manager and the Supervisor have encouraged CRPs to isolate a caseload, but the overflow of clients wanting training or jobs, and those that cannot be accepted into Job Agent caseloads, have caused this CRP (and co-workers) to serve as the spillway for the flood of clients.

This woman has been a caseworker for about seven years, and she likes her job. With a B.A. in Psychology, she has worked as a Determinations Interviewer for U.I., a Counselor on a WIN team, and a case carrying counselor for a Service Center. Although, as an Anglo, she is ethnically different from most clients here, she has had a personal struggle, alone, to provide for her four children. Consequently, she identifies with people who are struggling and in severe need of jobs. She is conscientious, kind, and works hard to try to match clients with jobs or training. She is sincerely interested in helping them to decide what they might want to do, or helping them see some avenue for finding a job.

Her clients are essentially the same as the Job Agents' clients. She has a few who are more skilled than Job Agent clients, a few less skilled. ("Some," she says, "are Job Agent rejects.") Her relationship to clients has a professional distance, the traditional counselor-client relationship. To them she is the White lady in the booth. (Most are Black.) She sees them as human beings who need help from her. She remembers their names and what they need. She is respected by many clients who repeatedly phone her for job ideas (to see if any new ones have come in), and her Supervisor and other staff look upon her as a conscientious, competent worker. Today her style runs into difficulty when a hardcore person appears at her interview booth, sent to her by Intake probably because he "wants to change his profession," one of the official reasons for referral to counseling. The client is Black, and although his age is listed as 40, he looks like an old man. He has a sly, charming twinkle in his eyes. She spends about 15 minutes discussing, by looking at his application form, the history of his lost jobs and a nine-year gap in his employment history which he finally offers was an extended stay at San Quentin, for "possession." She seems somewhat baffled by his past failures, and although uncomfortable, tries to discuss his drug problem. She is direct when she asks, "Do you use drugs now?" But she looks down at the application form while he answers, "No," and she doesn't acknowledge indecisiveness which seems to underlie the answer. The result of the interview is that CRP schedules him for a test to be taken at the Center testing room the following week. She admits, with a twinge of guilt, that she thinks this may be a useless move, but "if he shows up for the test, he may be serious." With such gentle tactics, actual involvement with difficult personal problems appears to be avoided.

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*This request was a follow-up on Central Office's pressure to justify the Employment Counselor's role by a checkup on the quantity of interviews.

She is always at her desk. On infrequent field visits (maybe once a month) she may, for example, look at the facility of a nearby Job Corps center where she might refer clients. On one rare occasion, she visited a client who appeared from a telephone conversation to be very depressed, possibly suicidal. In her busy schedule, CRP thinks there is not time for job development, so she keeps a conscientious eye on the job orders, tracking to the referral box three or four times a day.

Unfortunately, there are few useable jobs in the job box and other resources are very limited. (Most listings today, including those on the J.I.C. Board, require anywhere from one to five years previous work experience in the particular field.) Job Agents are given priorities for training slots. CRPs' clients usually wait five or six months. Although she makes phone calls to assist clients in contacting other resource possibilities, she does not manipulate outside or inside resources.

- For example, one of her clients had to wait for an appraisal from DVR for several months. She complains about the length of time it took to get the decision from DVR,* but she appears content to let the process take its course rather than intervene.

Even with the frustrations of few resources, she likes her role of vocational counselor. She does not want to do the supportive services Job Agents do. She thinks much of it is unnecessary. She does not want to visit a client in jail, or visit him at home, or counsel him about his attitudes. She thinks the client's attitudes are not her business. She prefers counseling for jobs.

CRP Case Study #3

CRP is an Asian. When she first came to the Center, fresh from her college degree in psychology, she saw herself as a professional. Her middle-class attitudes were apparent. After several years as a caseworker, she appears to have become more emotionally and personally identified with her Chinese clients. She knows about their personal lives and their families. She is less distant, less professional.

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*At this Center, JAs evaluating DVR had no complaints. Apparently, they had found ways of facilitating entry and decisions.

Most of her clients are young people who speak English. Some are immigrants and bring a friend to translate for them. She handles the same kind of disadvantaged youth as one Job Agent here. Hers, though, tend to be youngsters who are not very sure of what they want. Like the Job Agent, she receives most of her referrals through an informal system -- through friends of clients and other community contacts. She now has a caseload of 125 clients and cannot accept new referrals. There is little turnover in her caseload, except when clients go to jail, because generally young people cannot find permanent jobs. She spends a lot of time giving personal and vocational counseling, and some tests, to those young people who need it.

Apart from her personal manner, which tends to be softer than that of the Job Agent, and her increased amount of psychological counseling, she sees her role as the same as the Job Agent's. She accepts responsibility for her clients. For example, she will walk them through office procedures to ease red tape. She is oriented to client development. She goes to the field two or three times a week -- to the high schools and the training centers -- to see clients at their training sites so that they do not lose time coming to see her. Although she is not involved in community activities apart from her job, during her 8:00 to 5:00 work day she acts as liaison with various youth groups, especially talking at their meetings about employment opportunities. She does quite a bit of job development. She makes contacts over the telephone, but she will also go to the field for jobs. For example, she will go to an employer's business to persuade him to hire disadvantaged youth. She tries to explain the characteristics of these clients to the employer so that he can understand and accept some of their characteristics, like the way they dress or the way they wear their hair. CRP uses a range of resources, in and out of the Center. Within HRD she uses the Apprenticeship Opportunity Foundation in order to have the disadvantaged taken on as apprentices. She uses various training resources -- MDTA, OJT, NYC -- and makes direct contacts with the unions. The way she prepares clients for DVR illustrates her use of resources.

- CRP considers DVR workers to be very "straight." Therefore, because she likes to use DVR for testing, vocational training, medical services or tools, she works with a young client to prepare him for dealing with DVR personnel. She may say, "Play the game -- take the sunglasses off. If you're not stoned, there's no need to wear sunglasses. And wear the pants I saw you in yesterday."

Except for her 8:00 to 5:00 schedule and her lack of personal involvement in the community, she is much like the Job Agents at this Center.

CRP Case Study #4

CRP is Black, middle-class, and in her thirties. She has lived in the area more than 15 years and because she has worked in the employment system a long time, she has developed many contacts for placing people. To a certain extent she is part of the Black elite in the city, i.e., she knows personally or grew up with most of the prominent Blacks, such as judges and doctors. She has many community activities, like PTA and Urban League, which stem from her role as a housewife and mother.

Her real strength is her personal integrity. People go to her because she is straight and does not play games. She knows a great deal about the ins and outs of the system, for instance, how to qualify people for welfare through specific eligibility regulations. She is a stickler for competence, and has methodically set about learning all of the details of the system she needs to know to be able to do her job effectively. She usually attends all in-service training seminars or lectures; indeed, she herself has set up several training sessions for her co-workers.

Because she has a good reputation, some of her clients have heard of her and ask for her. Her clients tend to be the average clients of the Center, Black males with spotty employment records, long periods of unemployment, and police records (jail time and arrests but usually no prison time).

In serving clients, she tends to use resources only as they were intended to be used. For example, she uses STEP only for individual placement of people who have special needs and who are already on her caseload. She is critical of workers who negotiate blocks of STEP contracts and then look for people to fit into those slots.

She does not see herself as an advocate in the sense of representing the client with other agencies or of being responsible for the client. Rather, she sees herself as a facilitator, a consultant, who puts her expertise regarding how to deal with the realities of agencies and resources at the client's disposal. She sees getting a job as going through a maze. As the client approaches it, she gives him advice about which route he can take and lends him a helping hand on the way by making contacts for him. Through her knowledge, the client is expected to be able to attain his goal.

She has a somewhat motherly attitude but maintains a distance, like a responsive professional. She does not want to know too much about a client's past personal life. She thinks that people are likely to resent you if they tell you too much; besides, whatever a client says about those personal matters probably will not bear on the issue of getting a job. She is concerned about the realities of the present -- wanting to know details about the applicant's family, what kind of a person he is --

but the emphasis is very much on the present. She has great ability to "read" people, to perceive what they are feeling, what they want, what they are trying to get from her. Once her insights are developed, she relates the client to resources through her expert knowledge of the system. Rather than personally helping a client to set up an individual child care situation, she would refer the client to a child care center -- giving the client the name of a contact person. If a client has a legal problem, rather than attempting to intervene for the client herself, she would refer the client to a legal aid agency or lawyer, perhaps calling the agency to tell them that the client was coming in and explaining the client's needs.

Because she is highly respected, she can go into the field whenever she wishes -- usually an afternoon a week.* The trips are mostly for information gathering at meetings or conferences. She brings back information which she uses at training sessions for office staff, some of whom have much higher positions than hers. Generally, staff members recognize her competence.

CRP Case Study #5

CRP is an older, middle-class, widowed, Anglo who chooses to deal primarily with Black ex-convicts. She has built up a clientele over the years in her role as a placement worker. Clients are referred to her by other ex-convicts, by parole agents and probation officers, or by the Center intake staff.

Because she works with a specialized population and depends heavily upon certain resources to help them, she belongs to a number of organizations which provide services for ex-convicts. She has a group of employers, generally with jobs such as food service, maintenance, and construction which can help to keep the ex-convict out of prison. She has a network of possibilities consisting mostly of employers she has dealt with before.

She develops her own jobs and sends clients to employers she contacts, all by phone at her desk. Although she responds to a client's crisis if the client comes to her, she attempts to handle it from behind her desk -- calling whoever she thinks can help resolve the client's problem.**

She sees an important part of her job as dealing with the personal problems an ex-convict has when he leaves the institution. She does this by talking with him in the traditional way of a counselor, dealing with his total life through the conversational process. Her first priority is getting the client a job, any job, in order to keep him out of prison. Once on the job, her clients continue to come to her for personal counseling or for help with problems.

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*As a rule, other CRPs at this Center do not leave.

**This style contrasts with that of a case study JA who spent most of one afternoon tracking down a convict out on a 72-hour pass. The client had to appear at a job interview the next morning if he was to be paroled.

CRP's commitment to helping ex-convicts and addressing the problems of prisons stems from a personal involvement with an ex-convict and the hardship and problems she had to endure. Clients seem to go to her rather than their parole agents, perhaps because she is in a non-threatening role, is easy to talk to, and many know of her total commitment extending over a number of years. CRP is benign, and supportive, and is in the same tradition as the older, White, female teacher in a Black community, a strong but friendly figure. She is not shocked by anything an ex-convict may say to her. Clients feel that she will respect confidentiality.

CRP is allowed considerable freedom within the Center in deference both to her age (sixties) and her competence. She would have no problem going into the field if she wanted to, although she seldom does. Her occasional field trips are for meetings of organizations, not for job development or to serve specific clients. She prefers working at her desk.

APPENDIX F

SUPERVISOR CASE STUDIES

APPENDIX F

SUPERVISOR CASE STUDIES

Supervisor Case Study #1

The Job Agent Supervisor (Assistant Manager, Client Development) is a thirtyish WASP, a college graduate in accounting and personnel management from the Midwest, who exudes stability, calm, good judgment, and the solidity of a camp director who is in touch with everything and is not taken in by anything. She supervises a complicated group of Job Agents and Aides. There is personal conflict both between these Job Agents and other HRD staff and within the Job Agent group.* Between the several flamboyant Job Agents who sometimes escalate tensions, and between the other Job Agents, this Supervisor serves as a buffer who, by remaining calm, tends to modulate the intensity of the conflicts. She does not intervene directly in conflicts between individuals, but will patiently wait them out. The interviewer notes, "With the motley crew she has, it's surprisingly calm and relatively efficient, during the lulls between explosions." She will discuss with each person in a contest what his point of view is in order to help clarify it for herself (and for them). She will not arbitrate between them, however.

Her attitude is one of openness and of facilitating discussion and information exchange at meetings. Her calmness and openness probably serve to reduce anxiety because everyone can shoot off his mouth until tension is somewhat relieved. She is highly accessible (working in a glass windowed office in which she can be seen by all of her crew), and is informal -- receiving people almost at any time they want to see her.

Although she is generally permissive, recent pressures from the system to produce numbers, and from the Manager to tighten up on administrative details such as punctuality, have created some changes in her style. When the interviewer first went to the Center (before these pressures existed to any great extent) the Supervisor reviewed cases approximately once a month with each Job Agent in great detail. These reviews were conducted in the absence of critical judgment and with the goal of helping each Job Agent to clarify his activities and goals for his clients. Much information exchange also took place with regard to alternative courses of action. She would suggest these only when the Job Agent appeared stymied. The interviewer comments, "She really treats them like professionals -- as if they are capable of handling their own caseloads." She thinks of herself as the advocate of the case management philosophy. And she feels responsible for helping each Job Agent learn how to manage cases.

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*At this Center the most productive Job Agents, i.e., the best social service deliverers who also are concerned ultimately with client placement, tend to be aloof from the more open conflicts and loud confrontations that characterize the group interaction. They do maintain group involvement for information sharing and job-related activities.

Nonetheless, one of the most contentious and hostile Job Agent's is probably the most self-sacrificing and is utterly devoted to her clients. For example, she is likely to be the only one among this group who has gotten out of bed at four in the morning to spring a client from jail. Her involvement includes identifying and correcting injustices in a flamboyant manner.

In one instance, a Job Agent's caseload was chaotic in that he had lost contact with people, had not seen others for long periods of time, simply did not know what was going on. Despite these deficiencies, the Supervisor was not personally critical of him during the case review. When asked about it afterward, the Supervisor said she saw no point in being critical when the Job Agent would not know how to use the criticism constructively. Rather, she sees this particular Job Agent as being so effective in other ways -- for example, with organizations in the community and in the development of innovative ways of using resources -- that she is willing to accept his proficiency in those areas as good performance on his part. Thus, she does not demand that he perform as well with clients in order to earn a good evaluation. A short time after this case review, she provided this Job Agent with a proficient Aide who now has the caseload in good shape. Thus, she does not see her role as exposing the weaknesses of the Job Agents but, rather, identifying their strengths and weaknesses, helping them to use their strengths and helping them to make up for their weaknesses. She often feels that she does not know how to help the Job Agents with their weaknesses, but she consciously tries to find ways. In one instance, she appears to be trying to build a case (documented) to force one older, inadequate and confused Job Agent from the job. But this is clearly a last resort. In general, as in this instance, when she makes a decision and moves to implement it, she does so with the majority of her group behind her.

She sees one of her goals as serving as an arbitrator between the demands of the system and the functions of Job Agents, and between the emotional stress of the Job Agents and the pressures of the Center and the management. Sometimes she acts as a kind of passive conduit for directives from above, especially those which relate administrative trivia. When a substantive issue comes up in which the system will try to pressure Job Agents to change, and she agrees with the Job Agents, she may take their side.* For example, because of time pressures and increased administrative duties, the Manager wanted her to initiate a system of peer case review to replace her own system of Supervisor case review. Responding to a growing feeling of resistance on the part of the Job Agents against the use of this technique, she let the matter drop. She conscientiously discriminates between trivial issues (often advanced by the Manager) and substantive issues which have to do with performance and client service.**

The Assistant Manager has lunch and plays cards with members of her staff in the Center lunchroom and usually one evening a week at a staff member's home. At the same time, she appears to use all of her contacts with them to develop her understanding of them as people, so that she can better find ways to help them do their jobs. She apparently has little need to try to control them. Rather, she appears to want to influence them. There is little struggle for power between them. This case is a good example of how, with the right kind of supervision, most Job Agents, regardless of ethnic or class differences, can probably work well within the system. This White, middle-class Supervisor has succeeded in developing a helpful and mutually trusting relationship with Job Agents of different classes and of different ethnic groups. In an efficiently functioning Job Agent unit there can be more conflict and contention between the Job Agents than between the Job Agents and their Supervisor.

This Supervisor's greatest problem is trying to work her kind of an operation in a Center in which management tends to be arbitrary, authoritarian, and preoccupied with detail.

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*The Manager, on the other hand, indicates he thinks Supervisors should serve as "prime motivators" which the interviewer interprets as meaning that each Supervisor should motivate his staff to cheerfully accept management dicta and decisions -- in such a way that the staff will not know that the dicta and authority comes from the Manager.

**On the one hand, the Manager appears to want to support open discussion and problem-solving by members of his staff, and is very supportive of individuals who try new methods or who try to develop new resources in an innovative fashion, but he is emotionally committed to controlling his staff and, if necessary, struggling for power with them. Although he invites discussion, meetings with him tend to deteriorate into gripe sessions. This probably happens because he is unable to articulate the purpose of meetings and set the tone for addressing serious, philosophical and substantive issues. He is so caught up with demonstrating concrete instances of his being in control that he has little energy or interest in addressing serious issues. He may not know how to address them.

Supervisor Case Study #2

The Acting Supervisor of Intake Counseling (the Supervisor of the teams) was recruited from the ranks of the teams after the previous Supervisor was promoted to Assistant Manager in another Center. This Acting Supervisor is well-liked, but has strong feelings about being only a Community Employment Worker 1 and having to carry the responsibilities of a Supervisor while being paid at a low rate.

For a good deal of his life he was a migrant worker. He came to the city to seek better opportunities for his family -- particularly education for his children. Now he is in a position of responsibility for which he does not feel educationally prepared. He also resents the fact that although he has this responsible position his family cannot benefit from it since he is being paid a low-level position salary.

In the field observer's opinion this man has many qualities which he himself does not fully appreciate. He is a diamond in the rough. He has leadership qualities, charisma and rapport with all the team members. They converse openly and easily with him. He has gone back to school -- taking night courses at a state college. He is trying to learn to handle situations at work which baffle him. For example, there are times that team members approach him for advice on how to deal with clients. He feels that if he were more knowledgeable about psychology or sociology, he would be able to advise them better. He appears to have learned about resources and their use while on the job.

It is apparent that this Supervisor needs help, but there is no one to give him help. His Supervisor, the Assistant Manager, Client Development, does not appear to give him the help he needs.

APPENDIX G

CENTER CASE STUDIES

APPENDIX G

CENTER CASE STUDIES

Avalon-Florence HRD Center

The Center serves an area roughly six miles by twenty miles in size, just south of Central Los Angeles and north of Watts. Center boundaries do not correspond to the cultural or racial boundaries of the area or the public transportation routes. Because of the lack of these routes, substantial areas are relatively isolated from the Center.

While the area is divided racially between Black, Mexican-American and Anglo populations, the location of the Center in the Black area apparently results in its being patronized almost exclusively by Black clients. Mexican-Americans are reluctant to cross a major street which serves as a dividing line between the communities in order to go to the Center. At one time the Center had an outreach station in the Mexican-American community. The station was a valuable resource, but that it has been closed (because of an involved political problem with the Mexican-American organization which paid the rent and telephone costs of the outreach station). There has been no appreciable increase in the number of Mexican-Americans coming to the Center as a result of the closing.*

Although public transportation supplies access to Downtown Los Angeles and to somewhat distant industrial areas, the area served by the Center contains only limited numbers of industries and relatively few businesses of any significant size to provide a job market.

The Center is new, bright, efficient looking, and has been embellished with decorations added by employees and local school children. The basic staff and management of this Center came from two Youth Opportunity Centers (YOC) which operated in the area and thus already were predominately Black, community-oriented and experienced in working with disadvantaged clients. With the exception of the Manager, Assistant Managers, Supervisors and three Counselors, all personnel share a very large room with desks arranged in blocks which roughly delineate the functioning sections. The Job Agents have their desks near the waiting area, which makes it easy for them to interact and communicate with other workers in the Center; however, the lack of privacy makes them tend to talk with their clients out of the Center when they want to talk about personal subjects.

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*An additional factor: The number of Mexican-Americans using the Center has been observed to vary in relation to the number of Spanish-speaking staff available to serve them.

In this Center, all Job Agents, counselors and training programs (MDTA and NAB/JOBS with the exception of WIN) are under the control of the Assistant Manager, Client Development. As is customary, intake, reception and placement are supervised by the Assistant Manager, Operations. Also, under his purview, are youth services, outreach and a special mobile unit which provides outreach services.

The staff numbers between 80 and 90 (exclusive of WIN staff, which is housed at a different location). The only case responsible personnel, as differentiated from case workers* are the 12 Job Agents. At one time, employment counselors were considered case responsible. However, management pressures for providing placement services and the pressures for counseling for training programs have caused Counselors to give up case-carrying responsibilities (i.e., total services) which are more individualized and, therefore, more time consuming.

The reception process in this Center begins when a client is screened by the reception worker who makes superficial factual decisions about referral and then by an intake worker. The Intake Workers make certain that application papers are completed and use a set of more or less explicit criteria for referring clients to appropriate units. Although referrals are made by Intake Workers, the actual decision about who will get service is made by workers within the units, supervisors, or by the "Job Agent of the Day" in the Job Agent Unit. (The final decision about whether to accept the client rests with the Job Agent to whom the client is referred.)

The Center Manager is very concerned that clients not be kept waiting. Servicing the intake and reception area has a high enough priority that personnel throughout the Center may be shifted from their regular jobs to the reception and screening function when the traffic gets heavy in order to prevent clients from waiting.

This policy which gives top priority to serving clients in reception and intake appeared (to the field observer) to reduce significantly the amount of time the client had to wait and to promote an efficient intake operation. The Center may pay for its efficiency, however, because personnel seem thrown off balance whenever they are pulled from their regular duties to serve in the reception and intake process. The Center constantly appears to be trying to adjust itself to the flow through the front door. Thus, while clients at the reception and intake point are happier, the Center may be sacrificing effectiveness in providing other services. (Because of the general shortage of training slots, placement opportunities, and other resources, we cannot be certain that the other services actually do suffer from this policy.) Not being able to deliver much to many clients over the long run, the Center may be assuaging its constituents by demonstrating at the intake point that it is at least trying.

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*Case workers, in contrast to Job Agents, have responsibility for delivering only a limited kind of service to a particular caseload.

The field observer felt that referral to a service unit generally was an empty gesture, both because most units do not have the time to pay much attention to individuals and because of a general lack of resources. An exception is the Veteran's Placement Service in the Placement Unit. Since the two workers in this service have priorities on all job orders coming into the Center, and since they are involved almost exclusively in making placements, a client referred to them for placement stands a better chance of actually receiving service than individuals being referred elsewhere. Partly because of their priorities, the two Veteran's Placement workers accounted for 25 percent of the total placements made by the Center in May 1971. The ability of this unit to make successful placements probably reflects both the greater job-readiness of veterans and the better service provided as a result of more available job orders.

Another exception is the Job Agent Unit. Since Job Agents do have more time which they can spend with individuals and either have more resources or more resourcefulness in finding resources, the seriously disadvantaged individuals who are referred to Job Agents are likely to get some meaningful service.

An example of the shortage of resources is an analysis of the availability of MT-1 (MDTA Institutional) slots available in the Skill Centers. Job Agents have priority in placing people in these slots. In April 1971, there were only 61 slots available for 1,023 new applicants to the Center.

Before trainees will be accepted by the Skill Centers, they must be counseled by an Employment Counselor with regard to their career objectives. Counselors therefore, counseled all who were placed in those available slots. However, they do not limit their counseling for career objectives to the number of people who could conceivably be placed into training slots within the near future.

Single males over the age of 22 who are not heads of households are not eligible to receive services from Job Agents -- because of the extreme pressure placed on the Center by large numbers of people in need. A Job Agent client (according to the criteria used by the Center) is a person who meets federal HRD criteria; is unemployed; is head of a household; lives in the administrative area; has a combination of problems or barriers that can be changed -- or eliminated -- but is either unmotivated toward, or lacks the knowledge of, resources available to initiate such change; and such changes involve services outside of the Center.

The atmosphere in both the Huntington Park Outreach Station (in the Mexican-American community) and the mobile outreach station (in a converted mobile camper) was informal, relaxed and friendly. Clients seemed to feel at home. The placement rate for the Huntington Park Outreach Station was higher than that of the HRD center itself. The placement rate for the bus was low since the persons staffing the mobile unit had to depend upon day-old JIC orders (after the veteran workers, Job Agents, and others had used their one-day priorities), and those remaining JIC orders were primarily for skilled jobs for which the clients were unsuited.

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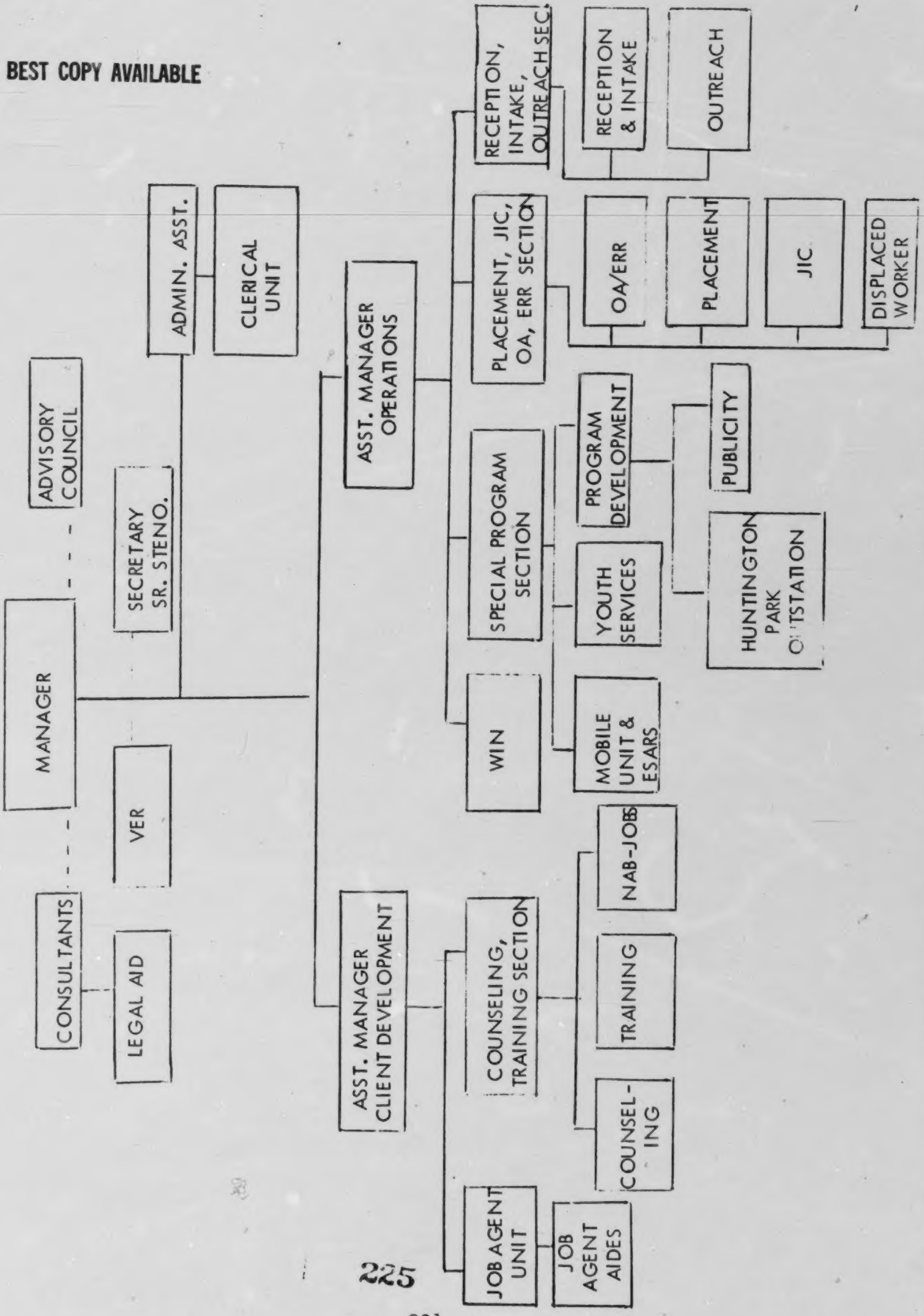
AVALON-FLORENCE HRD CENTER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PROGRAM DEVELOPMENT
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HUNTINGTON PARK OUTSTATION
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WIN
ASST. MANAGER CLIENT DEVELOPMENT
COUNSELING, TRAINING SECTION
NAB-JOBS
TRAINING
COUNSEL-ING
JOB AGENT UNIT
JOB AGENT AIDES

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East Los Angeles Service Center

The East Los Angeles Service Center is one of the largest and most complex of any of the Centers in the state. It sits atop a hill about three blocks from the nearest bus transportation, which makes it difficult to reach for older clients. To a number of communities within its catchment area the Center is not accessible by public transportation.

At the time of our field data collection, numerous agencies had offices in the Center. In addition to units usually housed in HRD Centers, the building housed Social Security, the State Department of Welfare, Catholic Community Services, the Fair Employment Practices Commission, a community Legal Aid Organization, Public Health, the Department of Vocational Rehabilitation, WIN and a U.S. Immigration and Naturalization Office.* In the main building was located the intake, assessment, an Employment Service operation, as well as Center management, a veterans' Employment Representative and an MDTA office. The second floor houses the Child and Youth Clinic. A rear building housed (in addition to a number of charitable services) the offices of the five Job Agents and their aides and three case carrying special services teams.**

A third building houses a clinic of the Public Health Service.

In effect, the assignment of personnel to buildings, as described above, physically separates those workers primarily involved with case carrying and individualized client development services from other staff members who perform more traditional Employment Service activities.

Approximately 95% of the residents living within the center's catchment area are Mexican-American, of whom a high percentage are disadvantaged. The East Los Angeles geographic area, which extends beyond the Center boundaries, contains about 800,000 Mexican-Americans. Although some of these residents are supposed to be served by other Centers (in particular, the Avalon-Florence Center) Mexican-American clients would much sooner come to the East Los Angeles Center because it is recognized as the Chicano Center. This is especially true because no other Center serves that population in East Los Angeles.

Large areas of East Los Angeles are made up of neighborhoods with single family dwellings which, superficially, seem relatively neat and well-kept, so there is not the physical impression of a ghetto. According to our field observer, however, "Once you get inside the houses and see the living conditions, you begin to realize what the real problems are." Although there are some neighborhoods and many families which have been upwardly mobile and have achieved socioeconomic status, there is a trend for more affluent Mexican-Americans to move out of East Los Angeles into suburban communities. A fairly constant influx of immigrant Mexican Nationals takes their place.

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*SDSW, FEPC and Legal Aid are no longer in the Center.

**By February 1972, the teams had been broken up, the aides were sent to the placement section and there were only five Job Agents.

A small industrial complex to the north of the Center, and a much larger industrial area in the City of Commerce to the south of the Center could provide a large portion of the placement opportunities available; however, they tend to hire from outside the Service Center area. There are ordinary neighborhood business establishments in the various neighborhoods in East Los Angeles which serve as employers.

The Center has an active file of 2,450 applicants of whom 69% meet HRD criteria as disadvantaged:

- 64% are male, 23% are female.
- 86% are Mexican-American; 9% are Negro; 4% are other or Caucasian.
- 32% are non-citizens.
- 11% are under twenty-two; 65% are 22 to 44; 24% are 45 and over.
- 22% are Spanish-speaking only and an additional 11% have difficulty in understanding or speaking English.
- 41% are receiving welfare payments.
- 70% have not been employed in the last two months.
- 15% have an identifiable physical handicap. Many applications note the applicant's poor grooming, unkempt appearance and obesity.
- Although 17% claim to have completed high school and 14% show fewer than five years of public education, it is likely that actual educational achievement is less than is recorded since claims regarding education are usually exaggerated by clients.

Up to 15% of the total clients of the Center -- about half of those with significant language disabilities -- were skilled, but because they were recent immigrants from Mexico or elsewhere in

Latin America (especially Cuba) they could not speak English well enough even to pass employment tests or to be eligible for training. Clients as highly skilled as physicians cannot work in their professions because of language deficiency. They cannot learn English because adequate ESL programs are not available. An MDTA program which supported clients while they learned English has been discontinued. Other programs which still exist require people to go to school at night, and sometimes pay -- which is very difficult for most people who work at stop-gap jobs during the day.

Many clients do not qualify for training programs since they do not speak English well enough to pass tests at the fifth grade level. This includes an unexpectedly large number of American born Mexican-Americans who presumably have had high school education and who are presumably bilingual but who, in fact, are not.

Center staff (in the observer's judgment) is unable to provide adequate service to many of the disadvantaged people who come as clients. There is a shortage of bilingual people who can talk with the almost one-third of the clients who speak Spanish only. Also, there is a shortage of staff to interview and assess clients; clients have to wait as long as three months to take tests. Periodically, funds run out for training programs. Between May and November of 1970 no funds were available for assigning clients to MDTA or skill centers.

While the Center can provide some jobs for the job-ready, the only kind of work most of the clients can get is at a low level since there are few good job orders at the East Los Angeles Center. The JIC contains many jobs for waitresses, cooks, warehousemen and busboys but relatively few good jobs for which clients could qualify.

Veterans have first priority for all jobs at all training slots. Very few veterans are Job Agents' clients. In effect, the only slots that become available to the Job Agents are the skill center slots. (The East Los Angeles skill center is considered, by some of the Skill Center staff, to be "a baby-sitting service" that provides "gravy money" for clients and operates as "a dope mill" besides). Even when OJT MDTA placements become available to Job Agents, they are unable to place their severely disadvantaged clients because employers will not accept them. Since the Center does not provide resources for placement and for training their clients, Job Agents are on their own.

At the time of our field visit the Center had seven job slots for Job Agents (of which five were filled), five Job Agent Aides, five Employment Counselors, and a dozen community-type workers on the three special teams. Although all of the Job Agents, their aides and team members were Spanish speaking, only two of the Employment Counselors were. Only one was Chicano. As noted above, by February 1972, the staffing pattern had changed radically.

A determination was made regarding client referral at the intake point by intake interviewers. Clients referred to the client development section had either immediate emergency needs for services, such as housing or food, in which case they were referred to the special teams, or severe chronic problems in which case they were likely to be referred to the Job Agents. Alcoholics, drug addicts and ex-convicts automatically became Job Agents' clients.

The teams operated in a unique manner, primarily in the field, by bringing clients with emergency needs into contact with external resources (Welfare, Catholic Charities, the Red Cross, Travelers Aid and the Salvation Army) where they could often receive immediate help in material needs like furniture and money. An example of a typical team client was a family which came to town with no money. Within a day the team had found them a place to live, furniture and had set them up with a livable household. Typically, after first providing these emergency social services, teams went on to help individuals within families to find jobs. They were not limited to serving disadvantaged people exclusively, since some of their clients might have been skilled individuals embroiled in crisis, but, in fact, were mostly involved in serving disadvantaged families. Because of a shortage of community resources, team members sometimes had to go to other agencies as well as individuals to beg for help to meet the emergency needs of clients.

Job Agents in this Center served the most disadvantaged clients of all. Unlike other Centers in the system, the East Los Angeles Center policy was to serve alcoholics and addicts. This policy changed to conform to the rest of the system in late 1971. Also unlike other Centers, Job Agents in East Los Angeles were permitted to carry one or two cases in their caseloads even though the clients may have been in prison or may have lost contact with the Job Agent for other reasons. The cases were held open with the likelihood that the client would return. Some clients were tired of the system's process and would return later. Because of the severely disadvantaged nature of their clients, Center policy was not to pressure Job Agents or teams to make placements. This policy changed drastically by March 1972 with the imposition of semi-official standards on the entire system of 65 cases per case responsible person and 75 permanent job placements per year.

Long Beach HRD Center

The Center serves an area which includes the City of Long Beach and a number of surrounding communities. Over a half-million people live in the area, almost 400,000 in the City of Long Beach proper.

In the city itself, about 11 percent of the total community population is made up of minorities: Black, about 5 percent; Oriental and Indian, 3 percent; Mexican-American, about 2 percent; other non-Whites, almost 1 percent. The population of the central area of the city is predominately Black; the downtown area is predominately inhabited by older people; the east side, by Mexican-Americans; west side, by Orientals, Mexican-Americans, Blacks and a few Whites; and the north side, primarily poor Whites and poor Blacks. The harbor communities of San Pedro and Wilmington are predominately Black, Mexican-American and Whites of Slavic descent. San Pedro's western boundary has the aristocratic elite populus of Palos Verde Peninsula and Cabrillo Beach. The small community of Hawaiian Gardens is made up predominately of lower-income Whites and about 25 percent lower-income Mexican-Americans.

Since the largest employers in the Long Beach area have traditionally been defense and aerospace employers, the city is now suffering from a severe recession. In the Fall of 1970, about 14 percent of the city's residents were receiving aid of one kind or another from the Long Beach welfare offices. The unemployment rate early in 1971 was 7½ percent.

The Center is located on a main street and it is generally accessible by public transportation, although there are areas (like one large public housing project) which are isolated. In order to serve those areas better, three outstations have been established -- one to serve the Wilmington area, one the San Pedro community, and the third to serve Hawaiian Gardens. The Center itself is surrounded by a mixed neighborhood containing small businesses and lower income single and multiple family dwellings, inhabited mostly by poor transient Whites and retired Whites who have lived in the city for some time. Although comparatively few Mexican-Americans come to the Center (possibly because the outstations tend to be in Mexican-American communities), there seems to be little feeling that the Center "belongs" to any one racial group.

The two-story Center building looks like a large warehouse. It has two entrances, one for youth and the other for general applicants. Inside, it consists of a very large room in which almost all of the 85 staff members are seated at rows of desks. The only staff members which have enclosed offices are the Employment Counselors and the Center Managers. Supervisors sit among their own workers. The four Job Agents assigned to the

Center (in addition, three are assigned to the Wilmington, San Pedro and Hawaiian Gardens outstations) sit in the large open space, next to each other.

Although there is no privacy, the field observers felt that clients were not particularly inhibited in their dealings with Job Agents. They speculated that this might be the consequence of the general emphasis on placement. That is, conversation would tend less to be about personal matters and more about practical matters than at some other Centers.

Although the Center itself is relatively accessible, solving transportation problems of clients who have to get to jobs and training which are located at a distance from the Center is a major problem for the Job Agents and takes much of their time.

Prior to becoming an HRD Center, the facility was an Employment Service office staffed almost entirely by Anglos which served a primarily job-ready clientele like those referred by the Unemployment Insurance office only one block away. The Center is the only manpower agency in Long Beach, and so offers a wide range of services to respond to a wide variety of clients. Since the change to HRD, many minority staff members have been added. New efforts to reach disadvantaged groups which had not previously been served have changed the composition of the clientele.

Sixty-five percent of the Center's clients are disadvantaged -- Anglos, Mexican-Americans and Blacks. While the majority of the disadvantaged clients coming to the downtown Center are Black, a relatively higher percentage in the outstations are Mexican-American. The other 35 percent of the Center's clients are Anglo, job-ready people like aerospace workers, scientists and technicians. (Job Agents claim that the distribution of Center resources is in the reverse proportion, favoring job-ready aerospace workers.)

Until recently the Center dealt primarily with disadvantaged and lower middle-class clients. Now, many more professionals are coming to the office, and several programs geared to helping them find work elsewhere and retraining them have been started. (One federally-funded program supports the client by offering him job search transportation for job interviews up to the limit of $1,200 to anywhere in the United States. Another program pays for a few unemployed aerospace workers to help other displaced workers, write resumes and look for work. There are about 600 persons involved in the latter program. Some MDTA money has been shifted from slots for disadvantaged clients to a Jobs Optional Program to retrain displaced aerospace workers.)

Since many men are separated from the service each month in Long Beach, veterans contribute significantly to the clientele of the Center. At present, over 3,000 veterans are registered, over 1,000 of whom are Vietnam returnees. Disabled veterans receive first priority for all resources while veterans receive second priority. Disadvantaged clients who are not veterans are served after veterans.

The Center received 3,206 applications in July 1971, of which 925 were from veterans. Of the 779 placements made, 241 were veterans. Of 290 initial counseling interviews, 63 involved veterans.

Clients coming into the Center are first reviewed by staff members from a reception/intake unit who determine whether the applicant is job-ready. If he is, he is referred to the JIC. If he is not (and there is no decision made to refer the client to a non-HRD resource, such as the Department of Mental Health, DVR, or DPSS), he is referred to the section in the office that is geared to provide the services he needs, be it placement, Job Development, Training, Employability Service, Job Agent Services, or Veterans Information and/or assistance.

Clients needing counseling regard vocational choices or changes, or personal counseling because of a history of work instability based on personality characteristics, or who have visible handicaps are sent to Employment Counselors.

Chronically disadvantaged individuals with multiple disadvantages who will need intensive services over a period of time are referred to Job Agents. They receive clients in need of in-depth personal supervision and counseling, especially those with low motivation.

Clients who have problems which are resolvable within a six-week period, and are in a crisis for which they need services are sent to an Employability Unit whose primary job is placing clients in jobs. The Employability Unit is made up of Community Employment Workers and ESO placement officers from HRD. They handle caseloads of welfare heads of households (most of whom are on WIN waiting lists); however, they cannot place any clients in training programs. Their particular role is selling the individual to an employer and arranging for the resolution of immediate client problems -- such as needs for food and shelter.

Job Agents are not supposed to take clients who have barriers that could be overcome in a short time; however, if a client who has a problem that could be dealt with readily reveals other kinds of problems that would warrant his being served by a Job Agent, then he would be worked with as a Job Agent client. Officially, Job Agents are supposed to refer these clients to the Employability Unit where problems can be dealt with on a short-term basis.*

Like most Centers, the organization is divided under an Assistant Manager, Client Development, and an Assistant Manager, Operations. The organization is somewhat unusual, however, because WIN is supervised by the Assistant Manager, Client Development. An important and apparently related consequence of this arrangement is that Job Agents get priority for WIN slots.

The organization of the Center (perhaps, in particular, the Client Development section of the Center) is considerably influenced by the Assistant Manager, Client development, who is a college graduate with a sociology, psychology and criminology background and is a former Job Agent. He is a Black who is able both to talk at the level of the streets and at the same time, have a sophisticated rationale for his management strategy (management of objectives). The field observers were impressed by the degree to which he appeared to be well informed about everything going on in the Center and about the Job Agent clients, aware of individual characteristics of the staff working under him, and aware of the general policies of the system and programs. He impressed them as being on top of everything happening in the Center. He is highly thought of by the Job Agents and works closely with the Manager. An illustration of his style was his reading of this study's rather lengthy and complicated Field Manual before the field observers ever appeared at the Center. He was ready to deal with them and their needs for access to people in termsof what he had learned from that manual. He seemed very knowledgeable and it is apparent from verbatim transcripts of a discussion with him that he has carefully thought through the roles of management, supervision, and line workers in the Center.

He approaches Center activities with the hope that he will someday be able to do cost benefit analyses and even now attempts to distribute his staff resources in such a way as to maximize productivity (which to him means placements).

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* This description of priorities in the use of resources and criteria for assignment to different units is official for this Center. How the resources are actually used to benefit clients and how they work out in practice is described in Chapter IV. The main implication for this Center is that even though criteria for referral and priorities are fairly explicit, personal relations between Job Agents and other staff members (particularly the WIN teams) and the ways in which the various programs are administrered by institutional staffs and private employers, tend, in the Job Agents' opinions, to reduce or destroy the value of many of them. For particular comments on particular resources, see Chapter IV.

> Now we are dealing with all kinds of people. At one time we only matched people with job vacancies. Now we are a supportive service agency. We have to dig out the resources that exist in the community and make sure that our people know how to utilize them and how to run the maze. This is what a Job Agent does primarily -- teaching people how to get services for themselves and at the same time explain to the people who have the resources what our function is. So, we are engaged in developing employability among the disadvantaged but at the same time we are engaged in getting the employable employed on a regular fashion. -- The Assistant Manager, Client Development.

Job Agent functions are described in the Center's Plan of Service which lists the objectives in terms of which staff units and members are expected to operate.

Decisions about the assignment of clients to staff members and priorities for placing clients in programs and on jobs are made by line workers who deal with clients; however, they are expected to make those decisions in terms of explicit criteria established by the Assistant Manager, Client Development as a result of his interpretation of legislative stipulations and administrative policies from above.

> I believe the man who is supposed to do the job is closer to it than I am. It is my responsibility to organize, plan, control and direct them to the extent that they can get the maximum out of their involvement . . . [so that they can] realize some degree of personal growth from their involvement. Because if I make all of the decisions for them, then they don't have anything to do. Again, our management style and my style is that the decision should be made at the lowest level possible. But I stand ready to aid any staff member in making a decision or, if two staff members are at odds about a decision I will interpret and make the decision based on my judgment as well as my experiences.

Given explicit guidelines, personnel are free to negotiate with one another, to transfer clients from one staff member to another (either for functional or personal reasons) and from unit to unit if someone believes a client's needs can best be met by another unit, or that a client seems to meet criteria for programs run by other units. For example, Job Agents have priority for placing cases into WIN slots. WIN is a highly desirable program because of the availability of money to buy services for clients. However, because Job Agents have to demonstrate that their clients can meet fairly stringent federal requirements for WIN (in addition to being a head of household, the client must have demonstrated, in terms of his prior education, experience, aptitude testing and employment interests, that he can and will work) out of approximately

600 clients, the Job Agents have been able to carry an average of only 15 to 20 of their clients in WIN. Thus, the explicit criteria serve as a referral control.

It is apparent that one of this Assistant Manager's important policies is that clients should not be placed in programs unless there is good motivation and a likelihood that the client can succeed. It is left up to the Center staff member to make that judgment about the individual client.

The Assistant Manager, Client Development, supervises Job Agent cases himself and exercises control over caseloads by personally reviewing all cases before they are closed. He wants to make certain (based on the Job Agent's documentation) that all possible steps have been taken for the client and that the client's interests are protected. He does not permit Job Agents to discharge clients because of personality clashes. When that threatens to occur, he meets with client and Job Agent to attempt to mediate, and states that in almost all cases misunderstandings can be cleared up.

While Job Agents have priorities for referrals in WIN, MDTA and NAB/JOBS slots, the combination of supervision and explicit criteria which they are expected to observe discourage making referrals to provide a source of income for clients, i.e., just to "carry" them.

Sacramento HRD Center

The 1973 plan of service describes the Center's administrative area as follows:

- Sacramento is a sprawling metropolitan area with scattered residential areas populating the entire County. As a result, poverty areas are pocketed throughout the County rather than being concentrated in a specific "ghetto" area. Public transportation to the central portion of the city is adequate; however, industry is scattered and the work commute patterns are lengthy and traffic snarled. Public transportation to some job locations is non-existent and private transportation is a virtual necessity to get to work.
- Agricultural employment in the Sacramento area will continue to decline as the region developmental patterns continue to take on the characteristics of a metropolitan area. This situation, plus the labor saving technology which is taking place in the agriculture industry, will leave unskilled workers at the mercy of a highly skilled and competitive labor market.

Of the 649,000 people in the area, approximately 10% are members of minority races 16 years and over, most of whom need manpower services.

Since Sacramento is the State Capitol and, in addition, has three large federal installations nearby, government employment is almost 40% of all employment in the area, while manufacturing is less than 10%. The average unemployment rate in the Sacramento Area in 1971 was 5.6%.

The Center's 1973 Plan of Service estimated that 80,100 individuals need its services, of whom 24,700 are minorities: 43% Black, 37% Mexican-American and 20% others. Of the projected figure of 18,000 people to be served by the downtown Center in 1972, approximately 36% will be veterans, 22% minorities, 52% disadvantaged and 48% nondisadvantaged.

Because the population served is widely distributed and because there are pockets of poverty, the HRD Center, although located in a downtown office building, had four outreach stations in the surrounding communities at the time our observer was in the field. In January 1972, the Sacramento YOC was converted to an HRD Center and the Sacramento Area was divided between the two Centers. The number of Job Agent positions was raised to four, two to each Center.

Since our observation and data collection were conducted before the change, the following commentary deals with conditions between June and September of 1971. Located in minority areas, the outreach stations served primarily minority groups while the downtown office served a mixed clientele including semi-professional persons with strong work histories, recent college and high school graduates, middle class members of all racial groups and, to some extent, semiskilled and unskilled individuals, some of who are disadvantaged. The clients served by the outreach stations are 90% disadvantaged.

The downtown HRD Center housed about 45 workers. With the transformation of the YOC, the staffing is now 41 HRD West (downtown) and 36 HRD East (YOC).

The downtown HRD Center is situated on the ground floor of the HRD Central Office Building, which occupies two square blocks. The Center has a separate entrance and has an internal design similar to most of the larged HRD Centers, particularly those which have once been old ES offices. There is a waiting area separated from a large room by counters. With the exception of Employment Counselors and management, all other employees have desks in a large room. Thus, regular placement activities, including application (completion interviewing), assessment and placement interviews are done in the large room. The Job Bank for the Sacramento Area is located in this office.

During our data collection one Job Agent was located in an area with a high concentration of Chicanos. Another Job Agent was in a predominately Black area and the third was located in the YOC. Currently only the outstation in the Black area is manned by a Job Agent. That outstation is administered by the new HRD Center. Both Job Agents attached to the old HRD Center are located in the Center.

The outstation in the Chicano community is housed in a decrepit Catholic school which had to close down because of decreasing church revenues in the barrio. A local organization of Mexican-American service agencies (Concilio) is located in the same school. The state built partitions separating the office area (an old classroom) into five cubicles which house two Community Workers, an Employment Counselor and a Job Agent and two Clerical Assistants (who are volunteers or STEP enrollees). The building itself, however, is in such bad repair that pieces of the ceiling fell into the office from time to time. There are no janitorial services and each of the staff members must spend 15 or 20 minutes in the morning cleaning and sweeping out his own office. (The Job Agent was not allowed to claim this time as "janitorial" since it was not in his job description.) Since there are only three telephone lines, there was much time spent waiting to make a call.

A second outstation is located in a primarily black community with approximately 50% Black clientele and the rest Anglos and Chicanos. It is housed in the rear of a settlement house supported by the Presbyterian church with funds from the United

Crusade. While this office is nicer than the office just described, it has disadvantages of being particularly vulnerable to vandalism and burglary and is as cramped for space. It is staffed by one Community Worker, one Employment Counselor, one Job Agent and an office worker who at various times was a volunteer or STEP or WIN enrollee. The Employment Counselor and Community Worker each have separate cubicles but the Job Agent, with less privacy, is located in a corner of the main area.

The third Job Agent was in the YOC, which was converted to an HRD Center and is located in a new office building largely leased out to state agencies. This Job Agent has a small, but nicely decorated (by the Job Agent), cubicle in the office which was otherwise staffed with Counselors and other YOC personnel. While the Job Agent was housed in the YOC office, she worked under the supervision of an HRD supervisor in the downtown Center.

The outstations work under two lines of direction: an ESO 2 working under the Placement Supervisor, who in turn is supervised by the Assistant Manager for Operations. The Employment Counselors and the Job Agents are supervised by the Assistant Manager Client Development. In March of 1972 the Assistant Manager Operations spot was vacant, and the placement supervisor answered to the Assistant Manager, Client Development.

The reception process in the Central Office and the process for assigning applicants to the Center's staff are formal procedures which, in general, are similar to those followed in most large HRD offices. The procedures in outreach stations are simple and informal. The client coming into the outstation is greeted by one of the aides and given a work application to fill out. The application is then reviewed by the Community Worker or the Employment Counselor, or if the person requested the Job Agent, by the Job Agent. He can usually see an outreach station worker immediately or after only a brief wait. With the Job Agents now located in the downtown office, clients go through a regular intake process and are assigned to a Job Agent by the Assistant Manager, Client Development.

In general, if the applicant needs only placement or has only relatively minor problems, the community worker will attempt to provide service himself. However, if the applicant has problems which the community worker cannot handle, or if he has requested to see another individual in the outstation, the community worker may confer with the Job Agent or Employment Counselor to see if they will accept the case. If the Job Agent or Employment Counselor feels the applicant's problems would not require his personal attention, the applicant may be referred back to the community worker for service.

Much informal group problem solving goes on in the outstations because the working units are small; official functional differences between personnel are not taken very seriously and social relations between workers in the same office tend to facilitate easy communication. Workers in the outstation are not as effective as they might be, however, because the community workers and Job Agents there have had less experience with the Employment System (as compared with personnel in the downtown office) and because the outstations are remote from information about and control over the limited resources, particularly with regard to Job Bank in the central office.

Insignificant numbers of referrals were made from the downtown office to the outstationed Job Agents, largely because management has been redefining the function of Employment Counselors to make them case-carrying and responsible for placement of clients, like the Job Agents. The Employment Counselors has been doing counseling on a referral basis, with a pronounced tendency to include general personal counseling in addition to vocational counseling but has neither case responsibility nor responsibility for placement. Employment Counselors were given responsibilities similar to those of Job Agents. They were expected to provide the same kinds of services to disadvantaged clients in the downtown office as Job Agents provided in the outstations. With the increased pressure for placements, the Assistant Manager, Client Development, was instructed by the HRD Central Office to change the Counselor's emphasis from CRP to Straight placement. Counselors are expected to make 75 placements per year.

The Manager of the Sacramento Center, while client oriented, has a strong placement orientation. He has explicitly stated that he feels that the main job of Job Agents should be job development because he believes that placing disadvantaged clients in jobs and making them self-sufficient is the best way to help them. In this sense, he is perceived by most downtown office personnel as agreeing with them in emphasizing placements. He contrasts with the Job Agents, Counselors and community workers, who want to provide more counseling and other social services which are not directly tied to placement but which they see as ultimately making clients more placeable. The pressures of supervision, however, are toward client movement leading to placement and against long-term counseling. The Assistant Manager of Client Development flags cases which have remained the same for too long and subjects them to case review. Thus, unlike some Centers, the Manager's policy is explicit and consistent, and is implemented by the system of supervision--although his policy conflicts with the desire of some CRP's to provide long-term counseling.

The Manager has placed most of the control for MDTA institutional and individual training under the Assistant Manager for Client Development so that Job Agents and Counselors can better exercise their priorities over these slots.

Prior to this action by the Manager, MDTA was supervised by Operations. Under this procedure, Job Agents had difficulty obtaining information about openings available and, as a result, lost out to others in the Center who filled the slots.

Sacramento and San Diego were the only Centers in our sample which had a Job Bank at the time we were in the field. San Diego had their bank since 1969; Sacramento's Job Bank was installed in the downtown HRD Center in August of 1971.

The Sacramento Bank was of little value to personnel in the outstations because of the priority for veterans and an efficient veterans' unit in the downtown office. Another problem in using the Bank was the geographical distance of the outstations from the Bank which precluded the development of personal contacts with persons running the Bank. The personal contacts are most helpful in that an advance word on what job orders will be coming out the next day can give a placement person the advantage necessary to put one of his clients in the job. Since moving into the downtown Center, the Job Agents have access to this informal advance information. The Managers and the Supervisor of the Job Bank state that they have attempted to eliminate the informal leaks but given human nature and the proximity of the Bank, the problem persists on a low level. In July 1972, the Job Bank will be sealed off from the main office and at sometime in the future will be moved to a separate and neutral location.

Although job orders averaged 30 per day in the busy season of the Job Bank (July, August and September, 1971) it is estimated by the Supervisor of the Job Bank that perhaps one in ten clients would quality for the jobs. In addition, with the aggravated unemployment situation, competition for jobs was and still is keen with college graduates seeking the same jobs that Job Agent clients seek.

San Diego Service Center

The Service Center, approximately 3½ miles southeast of downtown San Diego, is located in a predominantly Black community which contains most of the Black citizens in the county. In addition to a large Mexican-American community continguous to the Black community, there are numerous pockets of Mexican-Americans, scattered all the way down to the Mexican border. About 60% of the population in the area served by the Center is made up of minorities.

Within a mile's radius of the Center are two public housing projects containing approximately 500 families and immediately surrounding the Center are residential areas containing both single family and apartment units.

Major employers in the area are fish canneries, heavy industries such as steel and several large aerospace manufacturers. Rural areas around San Diego still employ large numbers of agricultural workers (in spite of some mechanization), including those who live on the American side of the border (mostly Mexican-Americans), many of the approximately 10,000 Mexicans who cross the border legally every day to work in the fields and in service industries, and unknown numbers of illegal workers who provide businesses and growers with cheap labor.

Although the area contains a considerable amount of industry, it is now depressed, partly due to the general recession but more specifically due to the radical cutbacks in aerospace employment. It should be noted, however, that most of this Center's clients are too disadvantaged to qualify for aerospace work. The bulk of clients served by the Center have been placed in menial jobs such as domestics and day labor and in jobs serving the tourist trade such as bus boy, waiter and hotel maid. The official unemployment rate for the area for minorities is between 15 and 20%. Unofficially, the estimate runs between 30 and 40%.

Of the 5,000 individuals* served by the Center monthly 2,000 are disadvantaged. The San Diego Service Center serves about 1/3

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* For the month of February, 1972 the Center reported 562 new and reopened cases, 2,422 clients who were registered previously and returned for one reason or other, 243 clients who were not registered but were provided some service, 167 persons who requested information, such as where some other agency was located, and 1,535 community people who used the Center for meetings and other activities, such as typing tests or conducting job interviews. These groups included the Citizen's Advisory Board, Boy Scouts, Girl Scouts, Model Cities, and citizens and community action committees.

In addition, the Center reported 2,244 instances of use of the Job Information Center resulting in 374 attempted referrals and 159 referrals. No figures were available on how many of the 159 were hired.

Black, 1/3 Mexican-American and 1/3 Anglo and other clients. A large proportion of Mexican-American clients served by this Center are non-English speaking. Thus, almost the only resources that can be brought to bear on their employability problems are English as a second language (ESL) programs. As is true elsewhere in California, these resources appear inadequate for teaching a true monolingual to speak English. They are somewhat more effective to improve the English of those who already have some command of the language.

Because of the large area served by the Center, and because transportation is inadequate between the southern part of the area (adjacent to the Mexican border) and the Center, an outreach station was established at San Ysidro. Clients who require special services, however, such as testing and training, still must make the 25-mile, 2-hour bus trip (costing $3.00) to the Service Center.*

Finding placements for clients living in San Ysidro is a special problem. Not only are there few industrial employers in that area but also the San Diego Area is generally depressed. Transporting clients has become a particularly time-consuming activity for the Job Agents working that outstation. One job Agent had to make a 250-mile round trip to Los Angeles to try and place a client. Job Agents claim they put in as much as 800 miles a month, working with clients and attending meetings at the downtown Service Center.

They are reimbursed a maximum of only $50.00 a month, however, for the use of their own cars. The discrepancy in cost is made up out of the Job Agents' pockets.

The Service Center is a large building of three floors, modern, well furnished, carpeted, air-conditioned -- typical in appearance to other Service Centers throughout the state. The building houses numerous programs and agencies, including Model Cities, WIN, Social Welfare, the employables program, Community Mental Health, DR, a corrections consultant, and Public Health. Because most workers are seated in only symbolically partitioned office work areas, the noise level is fairly high. Job Agents have offices which are almost completely sealed off.

The main section to the building houses the Manager, Assistant Managers, Supervisors, Reception, Intake Unit, Placement personnel. Job Information Center is in a small room off to the side. A second section of the building houses the Client Development personnel, including the Job Agents, Counselors and Youth Services

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* As a result of a Model Cities grant, the San Diego Service Center has recently acquired mini-buses to provide transportation for clients; however, the transportation problem for clients living in San Ysidro who are placed in jobs in the San Diego Area is still acute.

Program. The San Ysidro Outreach Station was located in a Farm Labor Office on the main street of San Ysidro. In August 1971, the outreach station moved to the San Ysidro Community Center.

The Center currently has about 80 employees under the supervision of the Manager. About half of them are Caucasian; 25% are Mexican-Amercian and 15% are Black. In this Center Job Agents, the WIN team, Employment Counselors and numbers of consultant services are under the direction of the Assistant Manager for Client Development; the control of training and placement resources is under the direction of the Assistant Manager for Operations, a position which was vacant in March, 1972. The latter also has under his direction a case-carrying intake team which takes responsibility for clients for a period of 30 to 60 days.

This intake unit began as a unit of social service workers providing immediate social service to clients who were under pressure from crises relating to housing, food, or clothing. Although the intake workers continued to provide such services when the Service Center became an HRD Center, they have recently found themselves carrying some of the most disadvantaged clients in their caseloads. The priority activity for intake workers, Employment Counselors and Job Agent was client development service rather than placement. More recently, however, because of general pressures from management for placement, they have concentrated on disadvantaged clients who are more placeable. Before this new pressure, the intake workers were supposed to handle emergency problems which impeded employability but were not as complicated or as serious as those problems which were referred to Employment Counselors or Job Agents. At that time, Employment Counselors accepted disadvantaged clients for vocation and personal counseling and testing, and referred those who needed long term special services to other agencies, such as Mental Hygiene or Vocational Rehabilitation. Some counseling cases were retained in their own caseloads and the Employment Counselors provided placement services when they felt the clients were job-ready. Job Agents were supposed to handle the most disadvantaged clients who required the most active intervention and personal advocacy. Early in 1971 the Assistant Manager Client Development wrote a statement defining the criteria for potential Job Agent clients, see attachment number one. However, in response to management and the HRD system pressures for numbers, the caseloads of both Job Agents and Employment Counselors have tended to shift toward less disadvantaged clients who can be placed more easily in jobs or training, (HRD projects a 40% increase in placement activities for FY 72-73. The Center projects a 75% increase from 4,000 to 7,000.) Since both Job Agents and Employment Counselors have control over whom they accept in their caseload, and since intake workers do not, the most seriously disadvantaged clients are now winding up in the caseloads of intake workers. According to one of the intake workers, up to 80%* of their case loads consist of "ex-addicts" (who are not really ex-addicts), alcoholics, candidates for Mental Hygiene services, etc., the majority of whom are not now employable. In effect then, although ideologically opposed to concentrating their efforts on the more placeable disadvantaged clients, staff members feel that their jobs are at stake if they do not produce placements. They have resigned themselves to doing so. As a result, the most disadvantaged -- and hardest to place -- clients are now treated like hot potatoes, and there has been considerable jockeying to fill caseloads with only the most employable clients.

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* Management questions this figure.

Furthermore, because management's policy is to save the training opportunities for clients with the potential for success,* clients from the San Ysidro Outreach Station who tend to have both serious language and transportation problems are, in effect, disqualified from using resources. They windup in the caseloads of the intake workers who have access to the fewest resources. Because intake workers cannot carry cases for more than 30 to 60 days, and because they cannot provide effective services, the problems of the most disadvantaged usually are resolved by their losing contact with the intake worker and dropping out of sight.

San Diego has several community agencies which deal specifically with drug addicts. Official policy in the Center is that addicts and alcoholics will not be given employability services; addicts coming through the intake process are referred to a Job Agent whose background and experience qualifies him to interview the addict and refer the addict to one of the community agencies. Although addicts sometimes work their way into caseloads, most are served by such referrals. The Job Agents feel that this method is the most satisfactory way of dealing with the problem -- more humanely than is done at other centers which reject addicts without offering constructive alternatives.

The Center is an example of one of the consequences of having the Job Bank and NAB/JOB orders under the control of an Assistant Manager Operations. Job Agents allege that jobs for which their clients might qualify are placed in "hold" by placement people in the Operations Section before the Job Agents ever have a chance to refer their clients. Even when Job Agents do have priority for job slots (as they do for NAB/JOB orders, after WIN's two-hour lead time), if they cannot refer enough people to fill the employers' orders, regular placement people in the Operations unit are given a chance to fill those orders. Job Agents complain because placement people send the employer much less disadvantaged clients who compete with their more disadvantaged clients. Management's position is that it must respond to the employer's request, even if it means placing clients who are most job-ready.

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* Management states that there was an annual total of 80 MDTA slots for the Center as opposed to approximately 300 slots for project SER in San Diego. WIN at the Center had 300 slots.

Management states that the Center makes no outreach effort because clients are coming into the Center in sufficient quantities. The field observers have the impression that the net result of this lack of outreach and the internal policy regarding which kinds of clients should receive service is that the most seriously disadvantaged groups in the city are not being served by the Center.

San Francisco Chinatown HRD Center

The area immediately surrounding this Center is inhabited almost completely by Chinese. Of the approximately 60,000 Chinese who live in San Francisco, a majority live in this core area, which has a population density second only to that of New York City. As one moves out from the core area, the proportion of Chinese gradually diminishes.

Adding to the crowding, approximately 5,000 immigrants settle in the core area every year, drawn to it by the possibility of their being able to live and earn a livelihood without having to know how to speak English and by the proximity to family and Chinese culture. However, because high density urban living is culturally acceptable both among long time Chinatown residents, and Chinese immigrants, the crowded conditions in themselves are not necessarily undesirable to the residents.

Nevertheless, there is a shortage of adequate housing. Over half of the dwelling units in the core area are single rooms. While some public housing exists, there are few vacancies and a long waiting list. Many of the resident hotels and rooming houses are under the minimum size, lack heat, offer a high fire hazard and provide as few as one bathroom for 50 inhabitants. Nevertheless, the desire to live in Chinatown is so great that applicants for housing often exceed available vacancies by as much as 10 to 1 - resulting in the progressive bidding up to unit prices.

Immigrant Chinese, both young and old, prefer to live in Chinatown; however, opportunities for employment are limited to businesses which are notorious for exploiting Chinese immigrant workers.

In the area immediately surrounding the Center, over 60% of the families have incomes below the poverty level. Given low-incomes, poor working conditions, crowded housing and sub-standard medical care, tuberculosis occurs at one of the highest rates in the country. The suicide rate is the highest for any community or ethnic group in San Francisco -- which itself has one of the highest suicide rates in the United States.

Clients came to the Center by referral from other agencies, through having made direct contacts with Job Agents and other community-oriented Center personnel and by referral from friends and family in the community who had been served by the Center. Typically, they were unemployed or under-employed but not on welfare -- since young males are not eligible for welfare and immigrants cannot apply because they have been "sponsored" by a friend or relative and might be deported if they become public charges. Thus, a large percentage of clients were being supported by friends and relatives.

It was difficult to estimate wages earned by clients in their most recent jobs since many worked at below minimum wages in Chinatown's laundries, garment factories and restaurants which have always paid substandard wages. These clients do not report substandard wages to state authorities because they are afraid of being black-listed by employers in the community and of retaliation from their families.

Of the clients served by this Center 95% were Chinese; the remaining 5% were Black and Philippino. These latter groups were served by community workers who did outreach.

The Center catered to the very disadvantaged, since Chinese who are educated, or skilled and who speak English well (including most veterans) go to other Employment Service offices in San Francisco which list better jobs for skilled applicants.

The Center served (Predominately) two kinds of hardcore groups: immigrant Chinese between the ages of 15 and 80, some of whom may have been educated in Hong Kong and may have skills, but almost none of whom spoke English -- and English speaking, native born Chinese youth between the ages of 15 and 30 most of whom were school drop-outs, some of whom have criminal records and almost none of whom had any skills. Although some of the Hong Kong immigrants had skills, many of the skills were not relevant to the American employment market and, in any case, would not in themselves lead to employment because the immigrants did not speak English. The client group reflected the low educational level of the core area which, according to the 1960 census, was only 1.7 years of school.

The picture of the Center presented here characterizes its operation following a reorganization in September 1970. This organization lasted until June 1971 when there was a change in management, and the organization as well as philosophy shifted dramatically.

Physically, the Center was on the ground floor between two streets in Chinatown. One section, the longest, with 2/3 of the space was initially the Adult Opportunity Center. Later a portion was devoted to a Youth Opportunity Center. At the time of the study it housed about 20 staff along with the Manager. The smaller portion now houses 10 staff members. Through successive reorganizations, and after the Centers became officially combined into an HRD Center, services to youth continued to be offered in the smaller section.

During the period we are describing, young people frequently came into the Center in small groups, moving through the larger room talking to friends, asking about jobs and interrupting the office routine on their way to the smaller room where they were served. Thus, the atmosphere of the Center was very informal -- at times, to the point of disruption when a few of the young people coming in were high on alcohol or drugs. While many Center personnel in the larger room probably never became accustomed to these interruptions, those in the smaller room were youth oriented. They were adept in dealing with their young clients using street language and peer relationship styles.

The physical separation of the staff into two groups corresponded to some extent, to a division between those on the staff who were oriented more to the mainstream and traditional ways of doing business and running an ES office and those who were more identified with community and street styles and, probably, were less system and more client oriented. This very general difference in attitude was further represented by the presence, in the larger office, of the clerical staff, a teletype machine serving the Job Information Center and a rapid service section to refer people who were job-ready to job openings.

Following a series of meetings of the Center staff in September 1970, all personnel were divided into five teams, each of which was to operate independently. The teams were extraordinary in the system because they did not function hierarchically. There was no team supervisor.* The former supervisors were organized into a separate team to serve as resource people for the other teams. Each of the supervisors had a special area of expertise which was to be available, on request, to others in the Center. The teams, their primary area of responsibility and their composition are represented in the attachment.

- The JIC/Reception and Screening Team processed individuals who came in for service and placed job-ready individuals using the JIC.

- Clerical personnel also formed a team to organize the distribution and production of work.

The two intensive service teams ("yin" and "yang") performed a case-carrying function. Each team contained an assortment of four to six Employment Security Officers, Employment Counselors, Job Agents, Trainees and Community Aides. The teams were chosen so that more and less able individuals and different styles could be combined to give each team strength and to balance out its weaknesses. Since there were no team leaders (although the ESO I's coordinated the teams' activities in relation to the rest of the Center), decision making and problem solving became a team responsibility. On their own initiative teams were expected to confront problems, search out resources, create programs and (particularly with regard to the intensive service teams) were expected to find or create solutions to whatever problems clients assigned to the team might pose. In the course of problem solving, teams could consult members of the resource team.

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*According to MacGregor in The Human Side of Enterprise (New York: McGraw - Hill, 1960), this system of management, termed "Theory Y," is better adapted to the kinds of problem solving which must take place when HRD Centers provide individualized client development services, in contrast, traditional bureaucratic, hierarchical organizations are better adapted to produce standardized services which are not adaptable to individual clients.

Teams were also expected to respond to directives and policies originating at higher levels in the system by working out mutually agreeable methods for dealing with the issues.

If a team could not develop a satisfactory method for dealing with problems or could not agree, it could appeal to a supervisor or manager to intervene and arbitrate in order to help the team reach a satisfactory solution.

The entire range of problems connected with providing services to clients and responding to the expectations of the system were handled in the above manner.

In the September 1970 meetings, the management team, consisting of the Manager, Assistant Managers and Supervisors* stated the Center's goals and then left it to Center personnel to work out an organization of personnel and responsibilities which could be reflected in an organizational chart. No attempt was made to develop an explicit statement of overall policy.

The system operated as a series of filters. When a client first came into the Center, he would usually go to the Job Information Center or be referred there by the receptionist to see if there was a suitable job for him. If he saw a job he liked and for which he might be qualified he was referred to a rapid placement person on JIC/Reception Screening Team who filled out a form which made him a client of the Center and referred him to the employer who sent in the job order.

If there was no job to which the client could immediately be referred, he was sent to an initial/completion interviewer on one of the Intensive Service Teams who determined whether the client had marketable skills and might be served at a regular ES Office. If not, he might be kept in the active file waiting a suitable job opening at the Chinatown Center.

If the client was not job-ready, the initial/completion interviewer decided to which team member the client would be sent for services. To some extent, the decision depended on the specific skills and interest of team members more than on the job description by that staff member. Since team members frequently worked together in the course of serving and finding resources for clients, there were no hard and fast rules about who served whom.

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*In December 1970 the Manager became seriously ill and was hospitalized until his death in May 1971. A new Manager was appointed in June.

In general, however, the Employment Counselor tended to see individuals with specific psychological or vocational problems for counseling. The Job Agent tended to see a client with multiple problems which were barriers to his being placed, such as a criminal record, language problem, lack of money, medical and physical problems, lack of a driver's license, etc. Decisions about referring clients to training slots were made mutually by Employment Counselors and Job Agents on the team. If a client had serious problems for which solutions could not be found readily, he might be discussed at a meeting of the entire team.

Some clients were referred to a representative of the Department of Rehabilitation or the Veteran's Employment Representative, who were not part of the intensive service teams.*

There were no clear rules or criteria regarding the amount of choice a team member had in accepting or rejecting an individual as a case. Since the team served as its own intake unit, it could evaluate cases and make some decisions, through negotiation, about who on the team could take primary responsibility for the client and serve him best in accordance with the personal preference and expertise of the staff.

Some clients bypassed the decision-making and client-flow routine and made direct contact with Job Agents and others in the Center to whom they may have been referred by friends or relatives who were former job applicants. Many of these clients never became "official" clients of the Center but wound up as "informal" caseloads. Center personnel, because of their close personal connection with the Chinese community, appeared to feel added responsibility to serve these clients. The issue was not one of favoritism or unequal treatment of non-Chinese coming to the office but rather one of the added responsibility for a person who provides services living with the consumer group.

Job Agents had 50 or more official cases in their caseloads, plus numbers of additional informal clients whom they were serving. (The Assistant Manager, Client Development, believed they could carry as many as 100 cases if all of their time could be spent in providing service. However, since they were called on to do many other things -- including paperwork, attendance at community meetings, etc. -- they felt it would be unlikely that they could carry that many cases.) By comparison, Employment Counselors were carrying between 60 and 125 cases and Placement Interviewers were carrying many more -- although they had much less intensive contacts with their cases. (Indeed, they did not see 1/3 of them.)

The language problems of the immigrant group and the behavioral problems of the young, American-born group, combined with the general lack of skills that characterize both groups made these clients difficult to place. In fact, very few were placed on permanent jobs. The vast majority who found work were placed on temporary jobs, waiting for training or were under-employed because no alternatives exist in Chinatown.

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*The Rehabilitation Representative left the Center after completion of our data collection and has not been replaced.

Intensive team personnel (and especially Job Agents and Employment Counselors) tried first to place the most disadvantaged clients into English as A Second Language programs and skills training. However, existing ESL programs are neither intense enough, long enough nor expertly enough conducted to make it likely that many non-English speakers will learn to speak English effectively enough to be employed in the regular labor market -- even though some of them have highly marketable skills.

There are few specialized resources available in Chinatown. The Chinese Optimist Club helps with eyeglasses and the YWCA offers free English lessons. Otherwise little exists in the way of resources for this group. The immigrant group cannot apply for welfare and are reluctant to apply for charitable assistance because it would entail a loss of face.* The majority of the disadvantaged group get by on loans from friends and relatives. Some of the younger people get by through hustling.

The only money Job Agents have access to is a limited fund for busfare.

A considerable amount of supervision is done on a continuing basis by each work group itself. Informed discussion generates self-criticism regarding group activity and group effectiveness.

The Assistant Manager, Client Development, intervention was described as "supportive" rather than "controlling." He was often available for casual conversation with employees and his attitude was very informal. This style was used by all of the supervisors during the period under discussion. They did not provide supervision in the ordinary hierarchical and authoritarian fashion. There was no supervisor to tell a person what to do.

The Center did not specify set procedures which should be followed in meeting goals. Individual employees were encouraged and given the maximum opportunity to exercise imagination and creative resources to work out ways of doing their jobs.

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*Our sample data for this Center indicates that 75% or 18 of 24 Job Agent clients had never received welfare as compared with 44.4% of the clients in the samples for the other 7 Centers combined.

If someone was having difficulty doing his job effectively, and conversation or consultation did not result in improvement, the individual staff member might be referred to the training officer for more training. Underlying this style was the assumption that in general people want to do a good job but sometimes cannot because they do not have enough information.

While the management team did not attempt to specify and direct the activities of the Center employees, they did try to keep themselves informed about the status of the Center clients. For example, the Assistant Manager, Client Development, would periodically review five cases to see how the Job Agents were carrying out their responsibilities. The purpose of the review was to help them assess the way in which they had been working in order to stimulate re-thinking of their case-carrying methods.

Characteristically, the management team rarely gave orders but would express concern when things were not going just right. They might then offer their own assistance if there was a problem that needed to be worked out or make suggestions about how the worker could seek out resources and help that he might need. The Assistant Manager, Client Development, characterized his main concern as "Is this client getting the best possible service?" That is, the case review did not appear to be carried out in order to evaluate the Job Agent but to evaluate the service being given. The Job Agent was a participant in this process. The Assistant Manager, Client Development, describes his role and that of the management team as "supervising functions, not persons."

This supervisory style is entirely consistant with the "Theory Y" system of management.

This study had no way of determining what the consequences of this type of Center organization had for providing services to clients. However, one of the study observers (who had worked in the Center previously) stated that clients received better services because the abilities and strengths of all of the personnel could be drawn upon regardless of job title or status. For example, a number of case-responsible personnel were non-Chinese-speaking. When Chinese-speaking clients sought services, workers of a lower status who spoke Chinese, although not officially case-carriers, were brought in as colleagues to work with those clients. The observer feels that there was a generally positive effect on moral because all Center employees could see that their talents were being drawn upon in constructive ways and that they were being recognized for those talents.

The Assistant Manager, Client Development, also stated that he felt that the "Theory Y" organization lead more communication of ideas upward from the ranks, resulting in greater utilization of staff inventiveness and resourcefulness than the usual hierarchical system. For example, one Placement Worker (who in more traditional settings would have low status and might never be heard from) had suggested a training program for culinary workers, which was adopted by the Center and which is now in operation. Another example was that of a Placement Interviewer who specialized in job development, a task usually done by someone in a higher position. Even though this Interviewer is not receiving pay commensurate with these activities, she feels that her job development activities relieve the monotony of doing uninteresting work and give her a personal status in the office. She recently started a program to train engineers from Hong Kong to adapt to American methods using the voluntary efforts of her husband who is an American engineer. The Assistant Manager, Client Development, observed that when Center employees did work usually reserved for higher salaried personnel, they did not appear to resent pay inequity, but seemed to receive more job satisfaction from the additional work.

The Assistant Manager, Client Development, also remarked that some Center personnel were so oriented toward traditional hierarchical organization that they could not work comfortably under the "Theory Y" system of organization. These people, in the thinking of the management team should receive training to allow them to adapt to the organizational style or if they could not adapt, be allowed to transfer to another work center with a more familiar work environment.

Because individual responsibility for clients is less emphasized and team responsibility more emphasized, there appeared to be less competition between individual workers. Thus, resources were not hoarded, special training and job placement were not selfishly guarded by individual workers -- because their performance ratings would not be affected by their having exclusive use of those resources. Progress toward cooperative, goal-oriented, problem solving activity was being made. Rivalries and resentments characterizing relationships between regular and long-term ES employees and Job Agents (and other community workers) appeared to have been minimized. The system required that they work cooperatively to provide services. In this regard, it appears to have been important that outside of the rapid-placement team for job-ready applicants, workers with a community orientation (focusing on client development) and workers with an Employment Service orientation (traditionally focusing on placement) were integrated into teams. Many other Centers placed the community oriented workers into a client development section and the ES oriented workers into an operations section, thus isolating the two kinds of workers from one another, putting them into competition for scarce resources, and emphasizing the racial and class differences between them. Presumably, the organization of the Chinatown Center appeared to minimize these potential divisive factors.

The new Manager (an ES veteran who assumed the position in June 1971) brought with him a different assumption. He believed the Center personnel should not be providing the personal counseling and individualized services to clients. Those services, he thought should not be offered by a manpower agency. He criticized Job Agents for "being married" to their clients. He also criticized AB 1463 because it did not specify exactly what the duties of Job Agents should be. To him this meant that managers and supervisors had no way of knowing what criteria they should use in supervising and evaluating their employees. He did not like being responsible for employees when he was not able to make them accountable according to explicit expectations and criteria.

To the extent that this Manager was able to make job descriptions more specific and explicit, he reduced the possibility that individualized services would be rendered to clients -- because the needs of these clients required that service be individualized and therefore not amenable to specific descriptions. This was perceived to be in direct conflict with the Job Agents' conception of their role. They felt that the legislation mandated them to provide a great variety of service at their discretion -- and that the organization should exist not to limit them but to make it possible for them to do so.

One Center employee predicted that the client development oriented personnel would gradually leave and be replaced by more traditional placement oriented ES types. As of March 1972, of the client oriented personnel who had been interviewed; a supervisor left DHRD to work at another agency, one Job Agent quit to go to law school, the second Job Agent also quit and an Employment Counselor quit to go to graduate school.

BEST COPY AVAILABLE

San Francisco China Town - North Beach HRD Center

JIC/RECEPTION
SCREENING TEAM
*   *
*   *

CLERICAL TEAM
*   *
*   *

RESOURCE-ESO*

PLACEMENT
JOB DEVELOPMENT
MASS RECRUITMENT

RESOURCE-Manager*

POLICYMAKER

RESOURCE-ESO*

PUBLIC RELATIONS
JOB DEVELOPMENT

INTENSIVE SERV.
TEAM
*   *JA
*   *

INTENSIVE SERV.
TEAM
*   *
*   *
*JA

RESOURCE-ESO*

PROGRAM DEVELOPMENT
COUNSELING
IN-HOUSE SUPPORTIVE
SERV.

RESOURCE-ESO*

BUSINESS SERVICES
TECHNICAL SERVICES
PERSONNEL
MDTA

RESOURCE-Assistant Manager*

JOB AGENTS
STAFF COMMUNICATIONS
STAFF RELATIONS

RESOURCE-ESO**

STAFF TRAINING
TESTS
RESOURCE FILE
LIBRARY

* = Staff Positions

San Francisco Service Center

The Plan of Service for Fiscal Year 1972 describes the area served by this HRD Center as follows:

> The San Francisco Service Center has primary responsibility for providing manpower services to the Western Addition section of the City of San Francisco. Initially a white middle class, residential community, developed during the early decades of the century, the Western Addition is now a lower socio-economic community inhabited primarily by minority persons. Black Americans compose the largest ethnic group in the Western Addition, totaling approximately 60,000 or sixty-six and two-thirds percent of the approximately 90,000 residents.
>
> A higher than average number of residents of the Western Addition have incomes below the poverty level and are hindered in achieving economic sufficiency by accompanying impediments, such as lack of basic educational requirements and of adequate trades skills, resulting in high rates of unemployment and underemployment. This community is also characterized as a transitory area for black men. Although redevelopment is changing this with a demolition of rooming and boarding housing, many returning black veterans are temporarily locating in this area. These men are demanding services now; however, many lack skills suitable to the San Francisco labor market.

Physically, the Service Center looks like any of the other Service Centers. The building was formally a Safeway Market, approximately one-eighth of a block in area, with another one-eighth of a block fenced off as a parking lot. The location is a busy intersection in the Western Addition.

The area is now a badly declined commercial area. The streets contain hundreds of small businesses closed as a result of the decline and subseqent pressures of redevelopment. Existing buildings in the area are now being demolished to make room for moderate income housing. Since redevelopment is solely for the purpose of building houses, no new enterprises which would provide jobs are moving to the area.

Immediately adjacent to the Center, and extending for several blocks, are sidewalks filled with hundreds of unemployed Black men in their 30's and 40's who apparently have had little connection with the Center. They are passing time -- talking and playing cards -- and appear to be completely out of the mainstream of the employment market. Within a few blocks of the Center, a small park recently built by the Redevelopment Agency has been taken over by alcoholics. The study's field observer stated that he never saw a woman or child in the park. The area is under continuous police surveillance. The police patrol in cars, on foot and in plain clothes. Job Agents complain that when their clients walk in this area they are hassled by the police.

Although the area is served by a busline, at least one or two transfers are necessary in order to get to downtown San Francisco or to industrial areas.

The large space inside the Center is relatively undifferentiated except for a section with twelve foot partitions for youth. While there are some other partitions between the Center's functioning sections, they are only about five feet high. The only people in the Center who have private offices are the Job Agents and Management.

The Center is lit by rows of flourescent lights which emit a constant buzzing sound. This sound adds to the Center's already high noise level and is a considerable source of annoyance.

With the exception of the Manager's offices, complete privacy does not exist in this Center. Even though the Job Agents have closed offices, the walls do not go to the ceiling. Thus, conversation with the clients cannot be private. In general, desks in the main floor area are so close that conversation between staff and clients can be heard over an area encompassing several desks.

In addition to the usual HRD Center units and services, the Center houses a CEP unit and Division of Vocational Rehabilitation (DVR) unit. (Since our field involvement, two WIN teams have been added.) The Center's organization is similar to the general organization for Centers described in Chapter II. The Employability Development unit consisted of two teams serving disadvantaged clients; the Center's five Job Agents formed a separate unit. The unit has been reorganized by eliminating the teams and now consists of five Job Agents and two Employment Counselors.

While the Center's staff pattern consists of a wide variety of official personnel class titles -- which change with the course of reorganizations and changes in sources of funding -- there is little relationship between job function and class title, despite the existence of general job descriptions and lists of qualifications.* This situation is especially true in this Center because there is an official Center policy of rotation so that staff, including para-professionals, will learn to perform as many jobs as possible.* Center management feels that this program enhances performance and will be advantageous to the worker in the course of his career development. When CRP's are rotated, they tend to retain individuals on their caseloads even though in their new position they might officially be performing a non-CRP job function.

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*When HRD took over administration of the Service Center there was a high (3 to 1) ratio of para-professionals to professional staff. The para-professionals were trained in the Service Center style of social service delivery rather than the Employment Service operation. As a result, according to the Assistant Manager, Client Development, the Center was faced with having to place the most difficult clients with a staff least capable of making placements and least experienced in functioning in the Employment Service.

Of the estimated 11,600 HRD eligible persons in the target population, approximately 90% belong to minority groups. About 85% of the people who come to the Center are Black. In some ways the homogeneity of the Center's clientele is surprising since the Center serves an area encompassing a significant portion of the Haight-Ashbury District where a large number of White hippies live.**

Since there are over 4,000 walk-ins into the Center each month, who place a great strain on the Center's abilities to provide service, the Center does not conduct outreach either into the Black community or any other ethnic community.

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*Under the old Employment Service administration, a person joining the Department as an Employment Service Trainee (EST), generally a person with a B.A. degree, was given six months to one year of "Block Training." This consisted of the EST working in a number of capacities in the office so that he would have maximum exposure to office operations. The result would be an office of generalists who could be moved as the workload changed.

The Department did not have the same policy regarding the para-professional, Community Employment Worker (CEW). CEW's were used in a limited capacity and, after putting in the requisite number of months, were eligible to take the EST examination, which was a general aptitude test not related to job performance. Only when the CEW became an EST was he given block training.

By rotating all staff including para-professionals through various job functions, the Manager took an important step to improve Center operations and to potentially upgrade personnel.

**In the field observer's opinion, a partial explanation for the relatively small number of White clientele may be found in the historical friction that developed between young Black residents of the area and the White hippies because of the large numbers of strong armed robberies perpetrated by Black youth. While most of the robbery activity took place during 1966 to 1969 period, it is probable that deep racial scars still exist.

In the opinion of the former Assistant Manager, Client Development, hippies did not come in because they were not actively seeking jobs.

Spanish-speaking clients from Latin-America make up a significant portion of the approximately 15% non-Black clientele served by the Center. Most of them come from the Mission district which is east of the Center.

West Oakland HRD Center

The Center building is an old, white brick warehouse, one block off the freeway in a mixed industrial and ghetto housing area, which was first established as an Adult Opportunity Center outreach office under a Ford Foundation grant. It serves a poor but fairly stable Black community somewhat cut off from the City of Oakland by the freeway. The entire West Oakland area probably has lost two-thirds of its population in the last ten years because of redevelopment, but the area in which the Center is located has the original (but deteriorating) buildings.

The Center is small and congested. Typical of other conditions, Assistant Manager for Client Development's office is in a walkway and although he attempted to discourage traffic by placing somewhat plaintive "do not disturb" signs on the swinging doors leading to his area, he did not succeed. The Center is cold in the winter, airless in the summer and its surrounding area is littered with infrequently removed trash. Dogs roam outside and their feces add to the generally filthy environment. The Center itself is clean but has a somewhat disordered look.

Although physical working conditions are poor, they do not appear to have affected morale. In fact, field observers noted (especially at the time of their first contacts, almost a year before the final data gathering) that the staff appeared to have a kind of pride about their ability to work productively in their wretched facility. When a client remarked to one of the Job Agents that the state obviously could not think much of the operation or the clients to house the Center so poorly, the Job Agent replied that they took the first building available "so as to save you son-of-a-bitches from having to pay bus fare to go downtown." Later in the day the field observer and the same Job Agent visited another HRD office in the Bay Area -- a modern one in a bright and airy room, with rows of neat desks, each of of which had a telephone. (In the West Oakland Center, five Job Agents had to share one telephone until recently when each was given a telephone.) The Job Agent pointed out that there were no clients in the office. He was incensed about the allocation of money for this office, and spoke angrily about what he could do for his clients if he could use the rent money for case service money.

Since the Center is in a poor Black community, a majority of the clients who walk in are Black. A second group of clients appear to have come to the Center on referral -- because they have heard, in other communities, that the Center (perhaps specific Job Agents) are particularly active and effective on the client's behalf. A fairly large proportion of the clients may not be local residents but referrals or drop-ins from other communities. In this regard, this Center appears to be one to which client "shoppers" will eventually come when they are seeking active and individualized and immediate service. The Center is small, because it is isolated from the regular community by a freeway and the drop-in rate from the West Oakland community is small -- making staff time available for immediate service.

Since a number of Center employees (including at least one Job Agent and the Center Manager) have a special interest in serving ex-convicts, the criminal justice system is a special source for referrals.

It is notable that this Center has almost no internal resources. Only a few MDTA individual slots are available and they are easily filled. The only other apparent resources are the Skill Center (the bulk of the Center's MDTA money goes into the Skill Center contract), JIC and a CEP team with a few slots*

The CEP team is not under the Manager's supervision and one observer noted a pronounced difference in trainee selection between the Center Staff (Job Agent and management) and the CEP organization. The Center personnel develop their own resources for providing client service and in job development. This is the only Center we studied which directed a good deal of energy into a Job Data Bank. (The Job Information Center is essentially a passive system for recording job orders which have been made available largely as a result of employer initiative. In contrast, the Job Data Bank is an active system for identifying and canvassing employers to find jobs and create placements for clients.)

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*The presence of the CEP team crowded into the Center's only heated main room along with the Job Agents and other line staff dramatized one of the contradictions in the manpower system. Although the Legislature in AB 1463 sought to consolidate and unify the manpower delivery system, here was CEP operating under a separate line of authority within DHRD controlling all of available MDTA Basic Education slots at the Oakland Opportunities Industrialization Center (OIC) and, through those slots and related prevocational education slots, effectively controlling entry to many MDTA funded programs at the East Bay Skill Center. Not only did CEP have control over most of the training, but the team in every other way had the same assigned responsibilities of the Job Agents and the other CRP's. As evidenced by a negotiating meeting which one observer attended between the CEP supervision and team member and a Job Agent and the Center Assistant Manger, there was a fundamentally different philosophy between the two groups. CEP saw their role as picking the best qualified trainees from among the available applicants. Center staff saw their role as trying to find productive training and placement opportunities for all of their disadvantaged clients, each of whom they tended to see as equally disadvantaged. The observer viewed CEP as using a creaming criterion for trainee selection and Job Agents and Center management as using first-come, first served criterion.

At the time of their first visit, the field observers were struck by the vivid displays of militant -- particularly Black -- posters and the somewhat revolutionary dress of the staff, which seemed to express symbolically the staff's feeling of solidarity with their disadvantaged clients against a larger system which, through discrimination and economic injustice, had relegated them to poverty. A year later, the posters were gone except for one -- a new one symbolizing brotherhood (a White and Black hand clasped together). The employees' dress had also become much more conservative. Some ties were in evidence and the mode of dress was a simple sport shirt. The field observer speculated that the change represented a shift in attitudes expressing a growing consensus that their previous style symbolized a promise of something which they could not deliver -- a kind of activism and revolutionary change of which, as employees of the system, they could only be empty symbols.

The Manager's position which permitted or encouraged the militant facade expresses his general relationship to his staff. He protects their right to express their attitudes, despite what might be the disapproval of the larger state system. He appears to preside over a democratic process of staff interaction which fosters an open expression of opinion and which permits the open development and change of group positions.

This Manager's style is unique among the Centers studied and is worth describing in some detail. He appeared to exercise influence over the Center staff, which has relatively high morale and a strong commitment to provide services to clients. By contrast, in a number of other Centers, staff concern was perceived as being focused less on service to clients and outcomes for clients and more on relatively trivial, often superficial, constraints related to the conditions of HRD work, problems of status and bureaucratic details.

This Manager takes the position that he is a change agent; he expects his staff to be change agents and an elitist group which will set the pace for the entire system. He is viewed as a maverick by his fellow Managers because he is self-assertive with regard to higher echelons in the system rather than being a passive transmitter of higher level directives. He is committed to his instrumental role as a change agent, having refused a promotion to a staff position which would take him out of his line management position in which he can determine operational policies. His own concern with substantive issues directly related to outcomes of service apparently sets a tone for the organization. Most members of the staff appear similarly concerned, although they openly disagree among themselves and with the Manager about some issues. These disagreements are not trivial or petty but appear rooted in basic questions about what the Center should be doing and how it should try to do it. The field observers were impressed by the unusually thoughtful and reflective (almost philosophical) basis for these divisions. (Apparently, the Manager chose his staff knowing that they differed, expecting that there would be conflict, but apparently welcoming the variety of ideas about what the Center should be about, and what the system should do.) There are few people in the Center who appear to have an ambiguous or not philosophical position. All of the main staff appear to have rather definite and thought-through philosophies about themselves and about what they should be doing for their clients.

The Manager's focus on service and outcomes is signaled in many ways. He spends a good deal of time walking around the Center, stopping or sitting at the desk of one or another person and becoming involved with their work problems. Because he felt that a former Assistant Manager for Client Development could not do a good job of supervision, he himself took on the task of case review with the staff. His priorities are made clear to the staff. When bureaucratic constraints interfere, the staff members take the initiative in bending rules, and even when the Manager might not agree in general, he will support the staff member if his activities appear beneficial to the client.

Although the Manager emphasizes use of traditional casework techniques, he appears to care less about what procedure a person follows than he does about the fact that the person is trying to do something for the client. He is not as concerned with rules as in promoting service for clients. (A recent Assistant Manager who appeared more concerned with status, proper procedures and following the rules was transferred after coming into conflict with other staff members.)

Although the field observers received the impression that the operation was free-flowing, the Manager keeps track of the staff's activities. He insists that people check in early and keep records of what they are doing with their clients and the outcomes. Time sheets are very important, not because he wants to check up on his staff to make sure they are on time and are putting in a proper number of hours, but because he wants to know how they are expending their efforts and whether they are using all possible resources properly. Although, on the one hand, he appears unconcerned with the details, specifics and procedures used by staff members, on the other, he is very interested in their priorities -- their conception of what their job is and their strategy in getting it done. He is insistent on the fact that Job Agents and others develop and pursue consistent strategies. He has not hesitated to use both personal influence and punitive measures (docking time) if he feels a staff member is approaching his job in ways which transcend the boundaries of the Manager's general policies and the goals of the Center. The Manager appears very conscious of where staff energies are going and takes a strong stand against what he considers to be the dissipation of energy. For example, he is against Job Agents becoming involved in public demonstration which might result in their being jailed because it would interfere with their effectiveness as a Job Agent in the system. In another instance, he stopped a Job Agent from establishing a child care center because he felt the activity was not within the purview of the Center's goals and also because he did not wish to dissipate the Center energies in taking on another agency, which saw the child care center as an infringement of that agency's responsibility.

Because his relationships with staff members are very personal -- he knows about their personal lives and is often consulted by them regarding their own problems -- he attempts to affect their behaviour and do unpalatable tasks (like keeping records) through his personal influence and friendly insistence. Personnel apparently feel that he is genuinely concerned with their welfare and with finding ways to help them do their jobs better. For example, when one staff member was having personal problems, he advised him to take some time off and do some of his work at home.

While he acts as his own Assistant Manager by supervising the cases of his CRP's, he does not do so because he wants to be the supervisor, but because he feels that case review is a high priority activity and, in the absence of someone competent to do it, assumed the responsiblity himself. (The fact that the Manager apparently goes for long periods of time without one or both Assistant Managers, essentially running the Center himself, may also be a unifying influence -- preventing the split between staffs which appears so often in the HRD system and is symbolized by the attitudes of the two Assistant Mangers.)

This Center does not seem to be split between traditional ES personnel and HRD personnel, apparently for a number of reasons. Partly, the small size which encourages heightened personal interaction and group activity may help break down some of the barriers between the traditional and the "new" staff. Also, this Center never had a strong ES tradition because it had never been an ES office.

More importantly, the Manager appears to have been very conscious of the split that might develop as a result of differences between the ES conception of providing services and the HRD conception. So, from the very beginning he defined everyone's job -- including community aides, placement workers, and Employment Counselors and Job Agents -- as being that of a case responsible person. (CRP concept in ES evolved from the Rehabilitation model, to the Service Center, and the, due to the influence of this and another Manager, to HRD.) Initially, the Center was organized into teams which met weekly to discuss cases, to solve problems regarding service delivery and to distribute cases on the basis of the expertise and preferences of team members. Although the formal team arragement may gradually have become de-emphasized with time, staff still consult one another in the course of problem solving, attempting to find someone who can help solve particular probelms with clients. The observer suggested that this kind of activity appeared to be facilitated by the size of the staff, the crowded conditions under which it worked and the staff's familiarity with one another's strengths and weaknesses. This cooperative group activity was especially impressive to one of the field observers who had also been the observer in a much larger, more bureaucratic and impersonal HRD Center. (He recounts that in the latter Center he was assigned a desk which he used for some weeks without ever coming to know others working in the immediate area and without the other staff members ever knowing who he was and what he was doing.)

Although conflict does not exist between the two conceptions within this Center, it does appear to exist between the Center and the larger system, which is perceived as being more bureaucratic and more in the ES mold than the Center. While the Manager mediates between the internal Center staff and the system, he apparently chooses the issues over which he will fight the directives of the State Central Office. For example, he recently did not persist in hiring an applicant when Central Office objected on what he felt were arbitrary grounds. Again, the field observers speculated that he did not wish to dissipate energy and political capital over issues which he felt were not central to the Center's goals. Unlike personnel at other Centers, there appears to be little hostility and envy of Job Agents at the Oakland Center. While many people are case responsible, they perceive the Job Agents as being "outside" workers ("super" CRP's) and respect most of them because they appear to be particularly energetic and able.

The Manager's concept of an effective Job Agent is a person who:

a. Knows the community, including knowing community leaders on a first name basis -- this could take up to a year of activity on the part of the Job Agent;

b. Knows the resource base of the Center and the community including what, where, and how to get and the limits of the resources;

c. Has a base of support which can supply clients and provides political support, especially in conflict situations; and

d. Has the nature and ability to develop and use community networks.

The Manager has a clear model in mind of the Job Agents and the Center, as a whole, operating in a tight network with police, probation, parole, courts, employers, community groups, and many others solving mutual problems. For example, the Center and its agents can provide the police with alternatives when they apprehend a person. This can help the police, the client, and the program. The community network is based upon a set of informal agreements outside of the bureaucracy. Some of the agreements are to break or bend the rules. Many would be frowned upon by the formal system or be totally impossible to work out formally, but would be efficient in serving the client.

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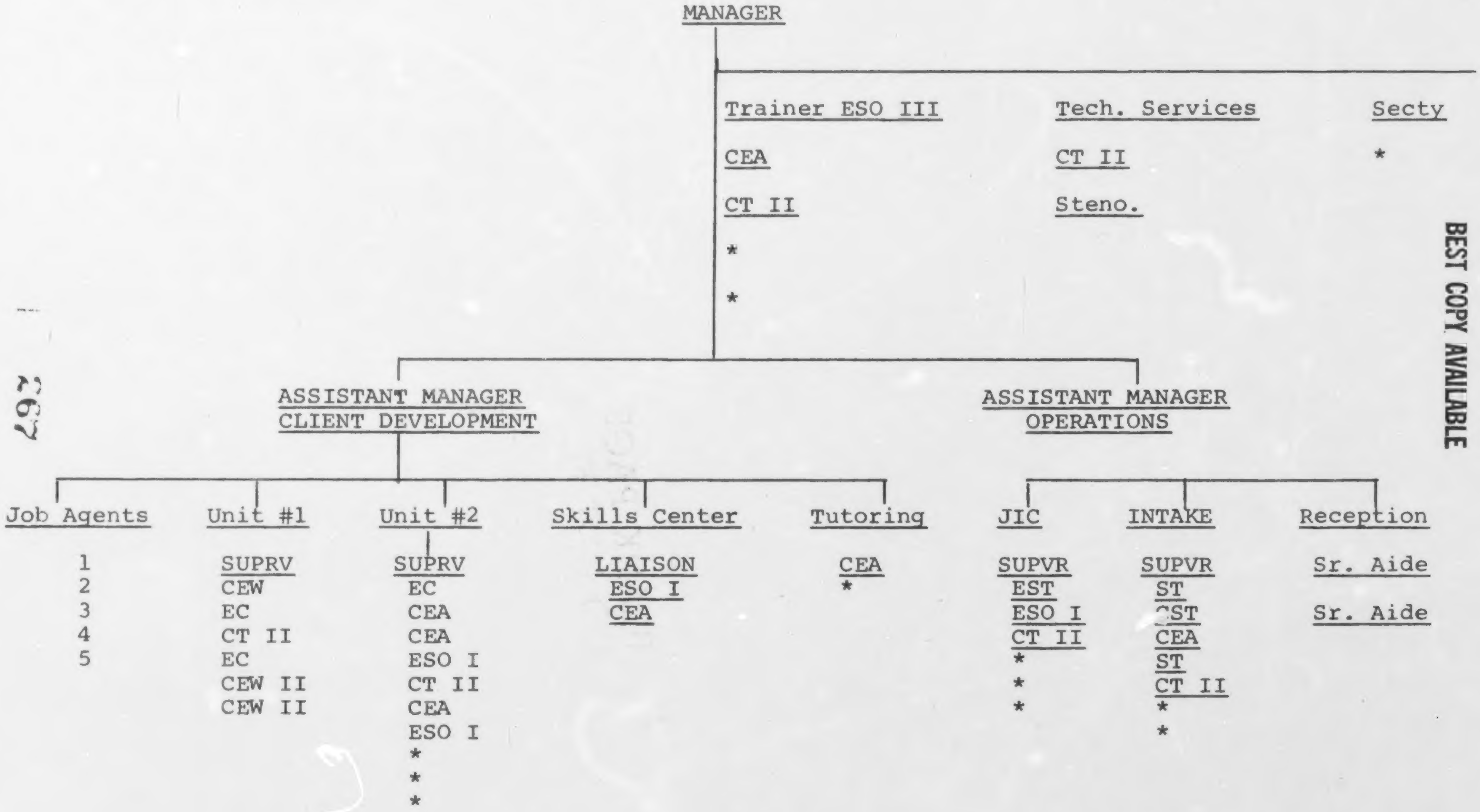
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APPENDIX H

CLIENT CASE STUDIES

APPENDIX II

CLIENT CASE STUDIES

Client Case Study #1

In 1960, this client came to California from a small town in Mississippi with her husband and one child. "I wish I had gotten training then -- when it was easy." Now she is separated from her husband and has children aged 10, 9, 8, and 3. She had been totally dependent for financial support on a welfare grant of $221 per month for herself and the children. "It's hard with four children along. I want my children to have something better . . . . Welfare is not it. It just won't do it."

In Mississippi she graduated from high school and had one and a half years of college. "I want someday to go back to college, but it's impossible now -- just too hard with the kids." She had worked as a welder, but that skill was not useful in the present labor situation. She had been out of work over a year. The Job Agent notes: "Her past work experience had shown that she really desired to be employed. It wasn't a case of just quitting a job. The openings were not there anymore."

The Job Agent recalls that when she came to HRD she seemed nervous. She seemed afraid about the future of her children. "She had a fear of losing her self respect, also her children's respect, because she couldn't provide them with the things they needed, the real necessities." But, JA says, the client had faith in herself and in people. "She has a friendly, pleasant personality."

Asked her reason for applying at the Center, the client was quick to reply, "I needed a job -- and the training to get ready for it."

She first went to a regular employment office in a nearby suburb. The interviewer there sent her to an HRD office; there another interviewer gave her the name of a specific Job Agent he knew about in the HRD Center near her house. She was not sure who any of these interviewers were or how she happened to be sent to a Job Agent. When a friend told her, "The Job Agent is only for the most difficult cases," she wondered why she would have been assigned to one. (The Job Agent indicates that in motivational terms she is not difficult, but she meets Job Agent client criteria.) Her experiences with the HRD Center have been entirely positive; she was swiftly referred to a specific Job Agent.

The Job Agent has been helpful in meeting the client's needs as they have arisen in the past year and a half. The client does not see her relationship with the Job Agent as a personal one.

"I didn't know about the Skill Center before I went over there /HRD/." The Skill Center (MDTA institutional) was of help in offering training which enabled her to improve her typing and to study business procedures and machines. "I could not afford training on my own . . . . It would have been hard to go to school at night . . . . This training prepared me for my present job with the County." The Job Agency helped get her back into the Skill Center after she was dropped for a serious illness. She sees the major importance of the Job Agent as having sent her to take tests and provide her with a training resource. These services were given efficiently and quickly. (She wanted WIN which provides for transportation and child care, but the waiting list was so long that she enrolled in MDTA.) Once in an MDTA class, she was not accepted by WIN. She left the three oldest children home alone when they were out of school, because she could only afford to take the 3 year old to the babysitter's home.

The result has been the client's acquiring what she considers a good job with the opportunity for advancement. (Now she has been on the job seven months.) It took her almost a year -- clerical training, a brief illness, more clerical training, problems with child care, a three-month stop gap job -- before she got a job she wanted. "They /Skill Center staff/ didn't do anything for me I didn't do myself . . . . I improved my typing to the point I could be ready for a job. The good thing was that the Skill Center certificate counted for the State and County typing tests. I would probably have flunked, being nervous." She feels happy about her present clerical position in a County agency (ATD). She recently got a raise and has applied for an upward step to Intermediate Clerk.

She proudly took the interviewer to see her beautiful, brand-new, gray Toyota station wagon recently purchased with her earnings. "If I can just hang on to this job." Several times during the interview, she expressed fear about the current welfare cutbacks which could result in her position being cut. As her clerk status is low, she fears layoffs. This is a main concern at present. Countering this concern are her references to plans for bettering her physical surroundings. "I have to get us out of here . . . . There is so much fighting between so many kids."

. . . "I will have to work all my life."

CHRONOLOGICAL SEQUENCE OF JOB AGENT ACTION

February, 1970

PROBLEM: Client had been out of work more than one year. She had no skills to prepare her for entry into the present market. She wanted clerical training.

OBJECTIVE: To get client quickly into training to begin acquiring skills.

ACTION: JA was able to get client into MDTA clerical training within 6 weeks. Client took the G.A.T.B. test in the HRD Center. "While she didn't do as well as would be expected, I felt that she was very alert -- very sharp in answering, so I felt that she had what it took to go further with her education." (This JA utilizes the test only as a partial indicator for evaluation.) The $30.00 weekly MDTA allowance would allow client to "make it" because the Skill Center was near her home (feasible transportation) and child care was available through a friend living downstairs.

OUTCOME: Counselor and teachers at the Skill Center all spoke highly of client at training.

May, 1970

PROBLEM: Client developed serious hemorrhaging while in training and an operation seemed imminent. Although JA had checked on client May 1, by May 15 client had been terminated by Skill Center. JA says she could have obtained furlough for client. (JA says: "You will find that mothers in the caseload often deprive themselves to give to their children . . . and their health isn't good. Nearly all the women sometime or other have female problems -- inadequate care while bearing their children . . inadequate food . . . it all tells.") Client was fearful she would not be allowed reinstatement in training.

OBJECTIVE: To "bolster" the client's courage (letting her know we would get her back in training) while ill, until she could be well enough to re-enter training.

ACTION: Client recovered sooner then expected. (Medical card through DPSS enabled client to take care of medical matters. Operation planned for 5/13 was not necessary, as medication controlled problem.) JA used her personal acquaintance (and some pressure) with both the Manpower Training Specialist (MTS) at the Service Center and the

Counselor at the Skill Center, encouraging them to hold a slot for her client. Also, they liked the client at the school. "She makes friends wherever she goes."

OUTCOME: Within two weeks, client was well enough to return to the NEW slot which JA had obtained through manipulations. "It was the combination of having the school counselor cooperating on that end and pushing the Service Center MTS on this end -- in order to get her back in." Otherwise, JA comments, all the money previously invested would have ben wasted, her skills would have declined, and the client would be frustrated and delayed in her plan for a job.

June - July, 1970

PROBLEM: JA felt client needed preparation for getting a job by exposure to job-seeking situations and by becoming aware of market opportunities. Client was thinking of Civil Service positions, and passing of tests is important on those jobs.

OBJECTIVE: To keep client aware of possibilities for jobs for which she might be eligible now or in the future. To get client into test situations where she could try out her ability to get jobs.

ACTION: Client took the Pacific Telephone test, "and every other test we could get within the school. I had her looking at the labor market situation and firming up in her own mind what direction she wanted to take when she was through training, because she is a person . . . you have to keep something ahead of . . . to aim towards."

OUTCOME: Client passed telephone company test, but they were not going to be hiring for several months. (Pacific Telephone would have hired her when they were ready.) Client was still in training, her typing now had gone up to 45 wpm which indicated the clerical choice was good.

August - September, 1970

PROBLEM: The woman caring for client's children (friend downstairs) had apartment broken into; the sitter's three-year-old child was kidnapped and raped. After the tragedy client was determined to quit training as she could find no adequate child care.

OBJECTIVE: To help client find a new child care arrangement.

ACTION: Through DPSS (and cooperation with client's social worker in signing a contract), funds were available for enrolling client's children in a child care center.

OUTCOME: Child care began at day care resource checked by JA. Soon after, a new DPSS directive rescinded child care, limiting care to unwed minor mothers. DPSS informed JA that client could no longer keep children in the center. Client again was without child care. Client withdrew from training because child care was no longer available.

September - Present

PROBLEM: Social worker informed JA that client's previous child care bill would not be paid. DPSS said there was a contract error, although this was not known to client or JA. DPSS had delayed notifying client of ineligibility for child care.

OBJECTIVE: To have DPSS pay the child care bill.

ACTION: JA and JA Aide contacted the necessary DPSS officials (Program Director of Day Care and Licensing) to facilitate paying of bill.

OUTCOME: Matter is now in litigation. The day care school still has not been paid. (DPSS paid all of JA's other clients' bills (about 8), but would not pay this client's.)

October, 1970

PROBLEM: Client had no child care. Client withdrew from training. Client needed way of maintaining skills.

OBJECTIVE: To get client a job using skills as developed so far in training (client could type 52 wpm) so that proper child care could be obtained.

ACTION: JA did several JDA's (Job Development Attempts) with employers. JA "got her out on federal test, and county and city tests, Board of Education. We just pushed her into every test we could because we knew some way on the list she was bound to make it. For child care we found a woman that would pick up the children at school and also care for the baby. We found the woman by footwork . . . between [client] and myself, . . I don't remember which of us found child care. I think [client] herself finally located the woman."

OUTCOME: Client did not pass county exam. (She received 20 out of required 50 points.) Although first JDA's did not result in jobs, she got a job within two weeks at a machine company, as a general clerk for $1.90 an hour. Client worked well. She found that the job was helping to supplement her training. She learned office procedure directly on the job.

December, 1970-Present (July, 1971)

PROBLEM: Client still wanted a job which would provide higher salary, an opportunity for stable benefits and upward mobility.

OBJECTIVE: The objective of stable job with upward mobility opportunities had been underlying all above actions.

ACTION: In the meantime (September), client received wire from DPSS (county welfare employer) for an interview. Client went but there was no action at that time. Client received second notice but they had filled the job before client got to the office. Finally, December 15, client made direct transfer to DPSS job in Aid to the Totally Disabled (ATD) as a clerk typist.

OUTCOME: Client is working where she wants to work. She has security here and promotional opportunities. Has satisfactory child care. The work situation makes her self-reliant. She has been on the job now about seven months. JA says that JA Aide "met her accidentally on the street and didn't even recognize her." She had to remind him who she was, she had changed so completely. Client has dropped in at HRD office on her lunch hour but has missed JA both times. General follow up has been via phone calls to her office or, usually, home at night. (JA says: "I don't like to call her at work . . . . As a rule I call her at home because I don't think all employers approve and I will do nothing to cause any friction by personal calls.")

Client still is on an AFDC working mother's budget so the children are taken care of, but client's main objective is to get off of welfare eventually.

JA considers this client "a beautiful success . . . not one of my hard cases. She is a case that was deserving and she needed the help so badly. With four children you cannot exist on $221 a month, so I am very proud of her."

Client Case Study #2

An articulate, young, Black man expressed to the Job Agent a willingness to enter training but with the understanding that he would only agree to try it for six months. If it worked out, he would try for another six months. As he expressed it, the point is that he can't deal with life for longer than six months. There is no way of planning. Things are too uncertain.

The client completed six months of training and told the Job Agent, "Well, I made it six months. Now I'm going to try for six months more."

Client Case Study #3

The client is an 18-year-old, Mexican-American girl who has lived with a 67-year-old aunt. She is a high-school dropout. In recent years she has been arrested about ten times as a runaway, so that she now is on parole from the California Youth Authority. If she violates parole, she will be sent to reform school. During this turbulent period of running away, the court has placed her in several foster homes.

She came to the Job Agent in order to find a stable job so that she could be released from her foster home. Her only work experience had been as a waitress, a job she dislikes. She had participated in the NYC program before becomimg a Job Agent client, but she had to drop out because of an abortion.

She was in a foster home with one of the JA's other clients, and had also heard of him through other community sources. Because of the direct personal recommendation, she was taken directly to the JA. Although she came to him seeking information and placement in the NYC program, the JA has helped her to explore her lifetime desire to become an interior decorator. Apparently, the JA's priorities and status enabled him to secure another NYC slot for her, although in normal procedure she might not have been eligible again this soon. She appears to feel positive about the possibility of continuing in her NYC job, attending school to earn her high-school diploma or GED, and attempting to find a way to fulfill her desire for a career in interior decoration. But at present, she earns $1.32 an hour as a clerk on the NYC program.

The client's experience with the HRD Center has revolved solely around the Job Agent whom she feels was "real helpful." In the interviewer's opinion, the Job Agent's intervention with NYC and his counseling have helped to establish a different living pattern for the client which has prevented her getting into further trouble.

INTERVIEWER'S PERCEPTIONS OF CLIENT PROBLEMS AND SERVICE RECEIVED

The client strikes the observer as being highly motivated toward the working world. For example, she accepted being sent three places before she was given assistance in her employment search. Because of personal circumstances and labor market conditions -- i.e., her previously used skill no longer is useable -- she had been on welfare -- sustained poverty for a couple of years. She is characteristically resigned to watching what happens to her in her relation to agencies. This outwardly quiet acceptance caused her to receive an inaccurate welfare grant for more than one year. (Evidently because of the social worker's confusion when she moved, only three of her four children have been on the welfare budget. Therefore, the youngest child has not been eligible for Medi-Cal. She says, "I used to call him [social worker] about once a week, but he couldn't straighten it out." A new worker who discovered the error has promised to get back payments to which he thinks she is entitled.) The client displays a similar despairing resignation about her present Food Stamp increase which will make purchase of stamps difficult or impossible.

She benefitted greatly by the resources which the Job Agent supplied her. The Job Agent met each need or crisis efficiently and kindly. But this woman has inherent self-confidence and a will to make it so that she can provide for herself plus four children. "Now that I work for the system, I realize you *can* do something about the things that happen." She is independent, as shown by her mild resentment about the fact that "those of us who had Job Agents couldn't be sent on jobs [by the Skill Center staff]." For her, the Skill Center program seemed fine, although it should be noted that after she was dropped from training during her illness, she would not have been accepted immediately back into the Skill Center if it had not been for her Job Agent's support and pressure.

As the observer sees it, this client could have been helped as easily by an efficient case carrying person, but this Center has no long-term case carriers other than Job Agents.

Client Case Study #4

The client is a 42-year-old Anglo, born in Boston and left school after finishing the 8th grade. His body bears scars of many violent interchanges -- a deep dent under his ear from when he got an ear almost ripped off, a hair-full of gash scars. He removes his shirt to show a ten-inch slash mark across his throat and chest. "That was in a race riot . . . 1965 . . . by a Black on Georgia Street," He also wears an eight-inch scar from surgery which removed a chunk of liver. "Drinking has been my big problem." His face is a flush pink. His hands tremble slightly. His speech is a collage of prison jargon.

He has many personal problems. By the time he came in contact with the JA, he had been kicked out of a Halfway House. "I was released to the Halfway House. I didn't want to go there -- be around no group of convicts! I knew what that was like from before, inside. So I got there two days late . . . . I was still bitter." After living there about eight months, JA says, they were throwing him out because he wasn't complying with the rules. "When I first was in touch with [JA], I was depressed. Drinking was always a problem, a daily battle. I didn't want to talk about myself. That self pity thing." The JA comments that at first the client was very passive and withdrawn, very difficult to interview.

He had almost no work history. "I had not worked in the last ten or twelve years -- only spot labor, you know, a couple days here and there. Last real job was in 1959 selling clothes at Silverwood's downtown . . . . They had a blanket bond, so they would hire me."

He had an extensive criminal record. The majority of his adult life has involved experiences with California jails and prisons. He had been arrested and convicted of robbery, burglary, forgery, grand theft (person), possession of dangerous drugs, assault with a deadly weapon, and numerous "drunks" that he didn't even keep count of. His last confinement was three years. "I like Folsom because of cell time [being alone]. I did a lot of readin' when my eyes were better . . . westerns, took you on a trip. At Susanville it was like a dormitory. I didn't like that. You have to wash your face right after a guy who left a dirty ring. The Camp -- there you had more freedom. Guys could run to town between two-hour check-in . . . . Some guys are comfortable inside. I wasn't like that."

"They create a paper monster in there." He holds his palms a foot apart, showing the size of a prisoner's file. "This last time I was doin' what I could to get papers in it -- one paper for Vocational Cooking, one paper for AA (attending Alcoholics' Anonymous daily for about two years). That AA was a lot of shuckin'. Mostly it was all tryin' to get a day [a release date]." Although he took 1800 hours of vocational cooking and liked it, he did not feel prepared for cooking on the outside. He could cook beans, potatoes, soups, but thinks he had no specific skill he could sell. "Short order cooking is different. More pressure." There was no attempt by the institutional trainers to help him make the transition. In addition, he notes, from inside there is no way to contact employers. "I've seen guys write 100 letters. Most of them are not even acknowledged . . . . And that's hard because a guy has got to take money for stamps, paper." Of his prison experience he summarizes, "Total of twelve years, in and out. Between, I made my living by my wits, as best I could, which wasn't too good . . . $200 here, a binge . . . then nothin'. The last time in I got disgusted -- the lies, shuckin' -- phonies bragging that they just made $3,000 on a deal. I knew them guys on the same streets, holes in their shoes. They didn't have no deals -- lies, all lies." He had been out a year, getting into some scrapes -- a fight at the Halfway House which resulted in arrest for assault with a deadly weapon. "But that wasn't true, so they /Halfway House staff/ helped get me off."

He needed a job. "I didn't even know how to start to look for a job." He was referred directly to a specific JA by having an appointment set up by the Director of the Halfway House. The Director knew the JA through her work with other ex-cons. The Client's total experience with the HRD Center has been his contacts with JA. He does not think of her as part of a Center, probably because the contacts with her have been her visits at his place or the employer's, or his telephoning her at home.

CHRONOLOGICAL SEQUENCE OF JOB AGENT ACTION

(Became JA Client on January 28, 1970)

PROBLEM: Client had no money. The rent needed payment. He had no clothing for work.

OBJECTIVE: To get quick emergency money until job could be obtained.

ACTION: JA took him to DPSS to get money for rent payment plus cash for clothing, food. (He already had a bus pass.)

OUTCOME: DPSS emergency fund partially alleviated pressure (paid rent through February 15th, plus small amount of cash -- $18).

JANUARY

PROBLEM: Get background on client.

OBJECTIVE: To gain further awareness of possibilities for client, and coordinate effort with Parole Officer.

ACTION: Contacted Parole Agent for summary of agent's plans of action for client.

OUTCOME: Agent had no specific employment plans, suggested JA carry the ball.

PROBLEM: Need for immediate employment. Client did not want training and JA thought that with his personal problems, immediate stop gap job was the best bet.

OBJECTIVE: To develop a job for this client. ("His needs were such that he had to have a job. You couldn't wait for him to be worked with.")

ACTION: Client went on several job referrals, one of which (a wire products firm) hired him and gave him a physical examination. Salary was about $3.00 an hour.

OUTCOME: Physical examination by employer's doctor revealed hearing problem disqualifying client for his job. The physical problem (previously unknow by either JA or client) further limited client's job opportunities.

PROBLEM: Client needed more specialized diagnosis.

OBJECTIVE: To see if any specific action were possible regarding hearing problem.

ACTION: JA sent client for test at County Hospital.

OUTCOME: Client has broken eardrum. No medical corrective action is possible.

FEBRUARY, 1970

PROBLEM: Still need for immediate job.

OBJECTIVE: To find a job where client would not have to pass a physical examination.

ACTION: Client had indicated he had done some spot welding, so JA did job developing attempts by telephone companies where she knew they could use spot welders. (She called four companies with which she had previous acquaintance.)

OUTCOME: JA obtained appointment for client to interview for a job at a furniture manufacturer on February 6th.

PROBLEM: Client needed housing and clothing in order to work.

OBJECTIVE: To get housing and clothing set for job interview.

ACTION: JA contacted DPSS Unattached Men's Center for money for housing and clothing for work. JA took client to DPSS office so that he would not have a two or three day wait.

OUTCOME: Client obtained a $20 clothing order and $16 busfare for two weeks. JA suggested client use the $16 for setting himself up at a downtown apartment building in a "housekeeping room" ($65 a month) where he could cook his meals. He is an experienced cook so this was a pleasing arrangement for him, as well as an economical one. Client found the room for himself. 'He insists this was the nicest home he ever had.'*

PROBLEM: Continue on job plan.

OBJECTIVE: To be sure client kept appointment at furniture manufacturer.

ACTION: Client kept appointment.

OUTCOME: Client was hired, and began work on February 6th.

FEBRUARY-JULY, 1970

PROBLEM: Client status quo on job needed to be assured.

OBJECTIVE: To keep client problems to minimum on job.

ACTION: JA follows up the first week, then two weeks later, then monthly, making calls to employer or client, usually by phoning employer and client at work or dropping in at work. (JA keeps tickler file on her calendar to remind her of specific follow-up dates. These dates vary according to how things seem to be going with specific client.)

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*Indirect quotes were read to the interviewer by the JA from her client's folder.

OUTCOME: First week "follow-up with the employer to let him know that I was interested." 'Employer states client was working and doing well.'

On February 16th follow-up with client directly: 'He was working, sober, and he liked the job.'

One month later (19 March). 'Employer states client really working out well. Company is cutback. Employer will not layoff. Client doing well.'

Client called Job Agent April 6. "All is well. Job is fine."

May 4. 'Spoke to employer. Client doing well. Received a raise.'

June 11. 'Client still on job. States business is slow but felt he couldn't do any better anywhere else. Employer also states client doing well.' Now earning $2.17 an hour.

July 26th. 'Client phoned JA at home. States 'he fell off the wagon on July 12th, sobered up the 21st, and decided to quit job.' JA thinks he was probably ashamed to go back. Client had been placed on a new press and pressures were too great for the client to cope with. (Client confirmed this in interview with observer.) JA also thinks client must have wanted to go on a binge. Client spoke freely to JA and discussed his personal problems in detail.

JULY 28, 1970

PROBLEM: Client needed another job immediately. Client seemed to change his mind about wanting factory work.

OBJECTIVE: To counsel re possible alternative vocational opportunities and to get client another job.

ACTION: Client, JA and HRD Job Developer (Placement) had case conference at office regarding possible jobs. JA gave Job Developer the leads and she helped. Client and Job Developer specialist had conference about employment for client (JA says she no longer uses HRD staff. "I'd rather do it myself. It's a waste.") Job Developer phoned commercial office regarding cook helper's job 4-6 hours daily. Also, she did job development at a new restaurant that JA had noticed in passing.

OUTCOME: The part-time arrangement was not satisfactory, according to JA, for meeting the client's economic need. The other job development attempts did not materialize.

JULY 30, 1970

PROBLEM: Client still has no job. Now thinks he may try factory work again.

OBJECTIVE: to get more job referrals to send client out on.

ACTION: JA sent client for job she developed at another woodworking factory which manufactures lamps. JA knew this employer as a particularly understanding person. JA shared client's history and problems with employer. "The client needed an employer where he didn't have to have anything covered or hidden. He can't work under pressures. Everthing's got to be out front."

OUTCOME: He went for interview, was hired, and went to work August 3rd.

AUGUST, 1970 - PRESENT (JUNE, 1971)

PROBLEM: Maintain status quo on job.

OBJECTIVE: Continue following up client to check on well being.

ACTION: Follow-ups with client and employer in August, September, October, November, monthly until present. Client continues working.

OUTCOME: Client has been working for nearly one year. He had one binge in April which kept him away from work for about 10 days. Client said he was tempted by having had money in a savings account ($212). "That money got too much for him. He decided he'd go out on another binge." This problem was handled outside JA's knowledge, with the employer taking the client back immediately thereafter.

At present, because business is slow, client works only 6 hours per day. But the employer wants to keep him because he is a good worker, and he is really trying to rehabilitate. Client now earns $2.30 a hour.

Client speaks with praise and gratefulness for his experience with the JA. Primarily, she provided him repeated opportunities to contact employers. JA's services included transportation and delivery to employers, and supportive communication on a long-term basis. "She doesn't just send you somewhere lookin' for a job. She comes right to your house, takes you across town to the employer, and talks right up to him."

"[JA] is definitely an eager beaver."

The Director of the Halfway House greatly influenced the client's seeing himself in a new way. "A fine man, solid, with a lovely wife who comes down to do group." The client has continued contact with the Director of the Halfway House, although the client has been gone almost too years. "I drop by usually every Friday. Without [Director, Halfway House] and [JA] I could never have made it." He feels free to share his personal problems with the Director. "[Director] says it's fine that I'm where I'm at right now." This acceptance seems to have given him the confidence to consider the possibility of changing his present homosexual pattern, which he says makes him feel bad about himself.

The result has been that he has worked 18 months. The JA says, "This is as long as he has been out of jail." Having been on his present job one year -- he started at $1.85, working up to $2.30 an hour, 10 cents or 15 cents at a time -- he is proud, if a bit amazed, at what he has done. "Things are one hundred percent better -- completely reverse." He thinks he can talk easier now. He has recouped himself from two brief drinking binges. "I never could do that before." He has been aided by a sympathetic employer, who is involved with Synanon and Chino prison. Now he talks about his problems in terms of improving material things, and coping with personal problems with greater strength.

He is not happy with his environment. He lives in a downtown apartment hotel with a room and a kitchen. The bathroom is down the hall. When he opens a kitchen cabinet, dozens of roaches dash about. The fat lady across the hall depends on an ATD check to support herself and her boyfried. "She's off her rocker . . . I could do without neighbors like that . . . . This is a dump," he says. "But they want $90 to $100 other places. I've looked. And they're not any better than this." The apartment is tidy, clean, decorated with personal memorabilia, and a cage with five parakeets. "I love birds. We used to have thirteen!" He can make the $65 a month for this place.

In his low-level work he is affected by market dips. Times are slow at the lamp factory. "Nobody's buying $100 lamps now!" So he has been cut to 6½ hours a day. He thinks work will increase in better times.

He is concerned with his personal problems. He has a dependent "wife" [male] who, he says, is embarrassing to him in public if he is sober. "I didn't get into the homosexual thing in the joint. Guys in for life [no parole], they really want to kill you. And there are murders." He still mourns the death five years ago of his girl. "She was a dopehead. She stole. But she was good. She would do anything for me. Two weeks before the baby was due she died of an overdose. They had to give me a shot in the hospital -- I flipped. After that, I did everything [illegal] -- had my hand in everybody's pocket, burglary, grand theft. I didn't care . . . . This time when I get a lady friend I'm gonna talk, just communicate, instead of proving my manhood."

He also has a problem with his eyes -- sometimes his vision is blurry. One doctor told him he had glaucoma symptoms.

Although some problems remain, he is jubilant about a release from parole coming next week because of his fine record for these 18 months. Coincidently, the JA will close his case the same day, as a successful closure. The JA says, "I did tell him that even though we may have a closure on his case, I am still as close to him as a telephone -- because I feel I am paid by the state to give services. He can always call me if he needs help or somebody to talk to. I told him to call me at home or here."

"It's not only me she's helped. I know other guys at the Halfway House had help from her. She's a real busy beaver -- God's gift to convicts."

INTERVIEWER'S PERCEPTIONS OF CLIENT PROBLEMS AND SERVICE RECEIVED

His story is a classic example of what the Legislature outlined for the Job Agent to accomplish with a client. JA was able to deliver what the client needed. Primary resources were the JA's bank of low level skill employers, plus her driving, energetic style of matching employer and client. The client respects JA's hard nosed dealings. (He and the interviewer laughed knowingly about how JA sometimes manipulates an employer, occasionally pushing truth a bit.) With the supportive efforts of the Director of the Halfway House (who selected the JA), the JA, and an emphathetic employer (selected by the JA), he has been "together" in the outside for longer than ever in his life.

He seems content to keep together what he has. "I work, I come home, play with the birds a while, cook, watch a little TV." He thinks he is going to make it.

Client Case Study #5

She is about 30, a Black woman with two children, who has been on welfare for the past seven years. She had been taking her children to a recreation center located in front of the HRD outstation. One day when she was out of work, she noticed that the door to the outstation read "Employment." She went in and filled out an application. Nothing resulted. Some weeks later she was working as a waitress in a club. One JA who lives in the club's area but works out of town, encouraged her to see JA he knew in the outreach station nearby. The JA also told her about the possibilities of an LVN program or a nurse's aide program. The client went to see the new JA asking for a nurse's aide program which required six months training. The JA convinced her that she would be in better shape if she went for a year and received LVN training. She did so, and now has three months to go until she graduates and takes the state test. She feels confident about the training that she is receiving, and is sure that she can get a job with a beginning salary of $500 a month. She is very happy with the JA. She is in a stabilized situation and really does not think she has any problems other than she would like to have a car because she must spend several hours a day commuting by bus. Her family is getting by on $50 a week from welfare and $30 a week from her training program. She has a nice apartment. Her two boys appear well dressed and happy. She is perturbed with welfare since they raised the cost of her food stamps from $12 for $42 worth of food stamps to $33 for $42 worth of stamps. She would like nothing more from HRD except a car. Definitely a car.

Client Case Study #6

The client is 27, Black, the youngest of eight children, and the only one who has ever been in jail. He dropped out of high school during the 11th grade. When he contacted the Job Agent, he had just spent four years in prison. He had a record of drug use. "While in there I took a look at myself. I was angry, and hostile. At a low point, I met a guy who was in there for about the fifth time. It was the turning point for me. I vowed not to be like him . . . . So after that I got only one sheet [negative reprimand] in my folder. I took 1600 hours of Vocational Baking. I was determined to be prepared." He was President of the Afro-American History class; and, finally, was head baker in a position of responsibility.

Although he worked for many months to prepare for "making it," his 1600 hours of prison training did not help him to get a job. He wishes more "inside" activities were actually relevant to the outside world. He recommends changes which would have made his prison experience relevant:

> Pay prisoners some reasonable amount for prison work; ("I began at 2 cents an hour. Most make $16 to $18 per month.");
>
> Require schooling for every prisoner. (To attend trade school classes, prisoners must have 8.0 grade levels. This requirement automatically eliminates many from training opportunities.

He thinks it is a human waste to be in there so long without being able to acquire a way of changing your style of living.

He knew the Job Agent when the JA was working as a guard at the prison camp. He had heard through other prisoners that this JA was able to help get jobs. When he got a release date, he phoned the JA from the institution. Once on the outside, he utilized the JA briefly for job referrals. "But I set a goal, on my own, to find a job to stay at. I was looking for baking. I was equipped. I came with a will to work. I came right."

He took a job at a meat cutting place, but knew he would not last because he found the work boring. He discussed his problem with the owner and left amicably at the end of the second week. He went on another job at a donut shop, but they "wouldn't pay enough to survive," so he was there only a few days. Then, his father helped find him a job at a Ford dealer.

"But they [the Job Agent] was movin' too slow." One Sunday night, he heard a radio announcement about a counseling job open at a drug agency in his community. The next day he responded, and discovered he knew the Director personally. While in prison he had many discussions with him about starting a drug program. The client joined the staff immediately, first, as a volunteer working at night and later as a paid counselor. He has worked at the agency exactly one year. The current JA says "I wish there were more successes like this."

After the first few months as a Job Agent client, he was transferred, when the first JA left, to a new JA. She made occasional attempts to contact him, in one instance left him her card at his work, but he says he did not realize who she was. They did not make contact until about a month and a half ago. At that time, he indicates she helpfully arranged for him to have an interview for a more highly paid counseling position with another community agency. The job did not come through, he thinks, because they already knew who they planned to hire -- "probably political."

He feels challenged by his position as one of nine drug counselors. He proudly showed the interviewer his diagram of a youth drug program which he personally has initiated at one local high school, planning to expand it to four nearby high schools this fall. The pilot school was so successful that other high school principals are now calling him to see if they can get their students involved. He conducts a group session with young people one night a week, and works individually with young people and their families. He says, "I deal mostly with youth. I can relate to their problems, 'cause I've been there." He also enjoys the friendship and interrelationships of the closely knit staff at work. "When one of us is down, we talk it out with each other."

Several weeks ago he was scheduled as guest speaker for the Job Agent weekly staff meeting at the HRD Center, but one of his drug clients had an emergency so he could not appear. He has a busy schedule and, complete with leather briefcase, conducts himself as a professional -- though his "cool" speech (with comfortable colloquialisms) and his acoutrements (today a black fez) are clues to his oneness with the community he serves.

The main problem, however, is that he makes about $480 per month, which is barely an adequate salary for a single person -- particularly working, as he does, at all hours, whenever needs arise. "I'm barely hanging on." The interview with the client was held at his desk in the back corner of the community agency. He was at work. When asked if he had a higher salary, could he be content here, he lit up, saying, "If I had $750 a month I could stay on here forever." He is able to use his personal experiences with drugs to help relate to young people. The problem is that EYOA funding, apportioned among the group counselors, allows no high salaries. He will, happily, get a raise to about $500 per month within two weeks.

He beams proudly as he tells the JA and the interviewer that his parole ended last Friday.

Although his contact with Job Agents has been brief, he says he thinks Job Agents are a much better attempt to meet needs than the old Department of Employment. "They take some interest in a person and are able to do extra things -- like they take time to call you, and they find out what you can do and can't do."

INTERVIEWER'S PERCEPTIONS OF CLIENT PROBLEMS AND SERVICE RECEIVED

The client knew what he wanted when he made contact with the Job Agent. He utilized the first JA, but he had personal drive and a sense or resources which he eventually used to find his own employment.

The present JA's lack of contact with her client is representative of her casual follow-up style. He apparently was doing fine, did not seek JA's assistance, and this JA is not committed to follow-ups for the system's sake.

In the two conversations the interviewer and the client had together, the client was relaxed, self-assured, and articulate. But he needs more salary. With the JA's eyes open to other similar positions (they are infrequently available), and with his own drive, he hopefully, will continue to be successful.

Client Case Study #7

The client is a young Chinese immigrant, aged 23, who was probably a high-school drop-out, (Interviewer and JA have some question as to the validity of his high-school diploma). He belongs to a Chinese youth gang, and has been arrested for transporting marijuana in his car. He feels insecure about his educational background and he does not want to test it by taking the GED test.

While the client perceives his problem in environmental terms -- that he has no car, that he is discriminated against by the union, that he can't find work -- the interviewer and the JA see personal problems including his use of "reds" (seconals) to blunt his feeling of hopelessness and his not being able to get a driver's license because of his marijuana arrest.

The client has known JA for a long time and approached him on a personal basis to get into a construction trade. JA (then a community worker) arranged for OJT -- a funded apprenticeship program. The apprenticeship representative assisted the client in acquiring membership in the construction laborer's union. Although he got into construction, the nature of the employment market and unionization are such that the client feels the cards are stacked against him. He feels that although the JA tries very hard to help him, JA's hands are tied by inflexibilities in the job market which exclude the client.

In addition, the client has received services from Youth for Service, which he calls a "good agency" because they hire young people to work in the streets as junior counselors. He would like to work as a counselor, but he says the agency currently does not have sufficient funds to hire him as a street worker. He would work as a counselor street worker at lower pay because "it helps my people," but he prefers the higher salary of the union construction laborer.

JA has made two attempts to get the client into construction industry training programs -- once before he was a Job Agent (while he was a community worker) and once eight months ago. Both times, the client was laid off. Now he can't get a job through the union until he pays his dues. The dues are eight months in arrears.

As the interviewer sees the problem, the client would like to be a construction worker at a high salary working at a construction site, but he has been unable to cope with the layoffs and the apparent discrimination and is now back in the ghetto.

Client Case Study #8

He is Black and boyish looking, the youngest of ten children. His family came to Los Angeles in 1958 from Paradise, Louisiana. "We thought L.A. was paradise, but it was really back there." He is sorry that he dropped out of school in the 12th grade to get married. He had a promise of a college basketball scholarship. He says he would do that differently now.

When he came to the HRD Center he was 19 years old, with a wife and three-month-old son who lived elsewhere. He was living with his parents. Although he had no skills or training background, he had some experience working as a grocery store clerk. He also had helped his father fix cars.

He considers himself to be free of serious problems -- he has no criminal record, and says, "I ain't doin' nothin' like that, not me." He has family encouragement and his home life has been fairly stable.

He told the Job Agent that the main problem as he saw it was that he needed training or a job. He was being supported by his parents. With his recent job experience as a grocery store clerk, he thought he could find something. But his main objective was to get training.

A friend's mother told him there was training if he went to HRD and got on a "case" of some worker. He came to HRD, was interviewed, counseled and helped to look for a job through job referrals by a female caseworker. (He didn't know her title.) He was appreciative of the fact that when his car broke down on early job referrals the caseworker drove him to the interviews. He still says, "I never understood why I didn't get hired by one of the markets." After a couple of weeks without finding a job, he was sent to the Job Agent, although he doesn't know why. He has been her client for almost one year.

He is very respectful of his Job Agent. "I told her I didn't think there were people like her left in this world . . . . She's sincere . . . very nice." He was assisted immediately in trying to find a job. Then she helped him get a slot in the Skill Center auto mechanics course. "I didn't have to wait any time." He says the teacher "taught real good . . . . I learned a lot about rebuilding engines." The Skill Center curriculum content could have been more applicable to the work on the outside. Although the major portion of study during his training (7 months) was the rebuilding of engines, in actuality, little rebuilding is done, he says, because most repair shops send their rebuilding jobs to central specialist houses. (His opinion comes from oberving at the shop where he works and at friends' repair shops.) He thinks he would have benefitted more from increased time spent on tune-ups, brake jobs, and mufflers; however, the work he did at the Skill Center was helpful in teaching him how to save time in doing specific repair jobs. Skill Center personnel also helped him to get his present job. He was one of ten chosen from two Skill Centers in the area to be interviewed at a major store's repair shop. (He thinks he was chosen for the job partly because the major company wanted employees without criminal records; he had none, but many of those who applied did.) Speaking of Skill Center training in general, he says, "It's not really their fault -- they couldn't know -- but the stuff they are teaching is old. The best you can get when you finish is tune-up man, and that's through luck!"

He was in training seven months. Getting impatient, he accepted the job he interviewed for at an auto repair shop. He thought he would learn more on the job than by continuing the course at the Skill Center. He keeps in touch with his Job Agent, usually by her telephoning him, "or I call her to let her know what's happening." The problem now is that he has been on the job for three months (earning $2.50 an hour, bringing home $80 a week), but he has learned nothing new. The first month was spent at the "training store." "We mopped and painted the first two weeks. Second two, we could do what we wanted which was okay." Other problems now are the daily 80-mile round trip to Santa Ana, and his frustration about the apparent lack of opportunity for advancement within the immediate future. "Since I've been there [repair shop] I've been bustin' tires. I gotta get away from bustin' tires [changing tires when somebody buys new ones]." He is particularly concerned about a conversation he had with "a guy who has been bustin' tires for a year!" He had a recent talk with his foreman who tells him he will have a chance to learn something as soon as there are openings. He thinks the foreman is telling the truth. So he is staying, since there is nothing better to go to.

The JA promised to watch for other job possibilities and let him know if she found an opportunity for him. He also let her know he might return to the Skill Center for more auto mechanics training, but the Job Agent told him there are no openings now. She will let him know about that, too.

He is not with his wife and child and apparently has no plans to be. He says, "I want my boy to have the best," so he keeps in contact with them, occasionally giving them money. "There are two things I've always wanted -- to play instruments and to fix cars." Sometimes he sings with three friends in a rock and roll quartet. "I'd like to go back to school to learn to write notes of music. I can write words good, but I never learned to put down the notes that are in my head." He has some ideas about using an organ for rock and roll compositions. He has asked at work to be put on part-time at nights, so that he may go to school days. He thinks it is going to be difficult but he wants "to get together with some friends to do some things for our community."

INTERVIEWER'S PERCEPTIONS OF CLIENT PROBLEMS AND SERVICE RECEIVED

As the client puts it, "I got the job I set out to get when I came to the HRD place . . . . But I didn't know then what it would be like now. I would have stayed to learn more at the Skill Center if I'd known what this job was like." The interviewer agrees.

He is still very young (20). His new perspective may bring him to another plan for which he and the Job Agent can revise a course of action.

Client Case Study #9

While in the prison honor farm, this Mexican-American client met a Job Agent who has been making trips there to tell the men about the possibilities of finding work on the outside. Needing a job immediately after his release, the client came to the HRD Center, but -- after waiting all day -- he was asked to return the next day. On other occasions he has been made to wait for long periods of time. He feels this is typical of the experiences he has had with other governmental agencies, particularly state agencies.

Finally, since he has a record of drug use, the client was referred to a Job Agent. The JA found that the client had a mental problem resulting from a prison accident which apparently caused brain damage. The client seems to be sensible and articulate, but at times he is reluctant to answer questions not because he doesn't want to, but because he cannot remember. He wants to work, but he is easily frustrated. He has not been able to be placed in training or on a job. He has been examined by a psychiatrist and a physician; and, for about nine months, JA has been trying to get him onto a DVR caseload. But it appears as if nothing can develop. JA thinks DVR is "dragging their feet and making excuses." The reasons are not clear. JA faults the "bureacratic system" which has not seen fit to provide the services and rehabilitation needed by this client.

INTERVIEWER'S PERCEPTION OF CLIENT PROBLEMS

The interviewer speculates that DVR may feel there is little they can do for the client because of his mental condition, and that he may be unable to profit from the agency's intervention.

Client Case Study #10

The client is a Mexican-American, a very dapper looking man, approximately fifty years old. He is articulate in English and Spanish. He appears eager to give information that will lead the interviewer to place him in high regard. He says he feels that he is a very capable individual in the area of social welfare type work, and that he came to the HRD Center with ideas of possibly getting placed in a job dealing with people -- perhaps at Model Cities or the HRD Center. He says he is adept at dealing with people because he has been a salesman -- selling vitamins and Mexican food for a wholesale company. He presents his problem as not being able to find work because he was educated in Mexico and has no credentials from this country. His problems appear to be minor ones. Later, however, in talking to his JA and going over his file with the JA, the interviewer discovers that the client is an alcoholic.

He is a friend of a former JA who brought him in and introduced him to the JA. When he first came to the Center, he had several tickets for drunken driving. He needed clothing, food, and housing. He had a family -- a wife and five or six children -- living in Mexico, to whom he wanted to send money.

He thinks the HRD Center itself is alright, that people are cooperative for the most part, but that changes are needed to give clients more and better services. He feels that waiting at the Center has been a problem. Sometimes he says he has to wait six to eight hours, or is asked to come back the next day. He thinks JA is tops and has tried to do everything possible for him, but unfortunately has been unsuccessful. Although JA suggests that he go into training, he does not feel that he needs it. He prefers to find a job and become gainfully employed.

The results of his interaction with JA are negligible to this point. He has not been placed. On the day the interviewer talked with him, the client was referred to a Mexican restaurant. Asked what he thinks about the possibilities there, he is very hopeful because he has some experience in cooking. Later, talking with JA, the study interviewer finds that JA has no information about the results of the client's interview at the restaurant. JA does say that he will be following up.

During the talk with the study's interviewer, the client never mentions his drinking problem. JA, privately, tells the interviewer that at the present the client has an injunction for traffic citations totaling $900 to $1000. Until he pays off this injunction, it is difficult for him to find employment. Furthermore, he cannot get a driver's license nor a car until the sum is paid. The only reference to the injunction the client makes is that it was the other guy's fault.

His problems are the same as when he came to JA except that he has prevailed upon an elderly lady to give him a place in her home -- a room out back -- where he has been living.

INTERVIEWER'S PERCEPTIONS OF CLIENT PROBLEMS AND SERVICE RECEIVED

At no time did JA mention referring this client to a clinic or agency for alcoholics, nor did he mention whether the client had ever sought help from A.A. or a similar agency. The action of this case study suggests that JA may be baffled by the client's alcoholism.

Client Case Study #11

This client is a disabled veteran who served in World War II as an undercover agent and then was a prisoner of war for three years. He is 50 years old. He has held various jobs since he was released from the service. Most of the jobs did not require much technical skill. About a year and a half ago, he came to an HRD office hoping to get training in urban planning and then a job. That office sent him to this Center where more services were available. He says, "/JA/ tried hard. He helped me get in this school here." The client always wanted to be an engineer and now is taking training in drafting. It took him about a year to get in the private trade school class. He is happy because he is getting training in a field he is interested in. His wife is happy, too. His work has been praised by his training supervisor and his teachers. He thinks he has been treated well.

INTERVIEWER'S PERCEPTIONS OF CLIENT PROBLEMS AND SERVICE RECEIVED

This client is motivated and seems rather stable. While he qualifies as disadvantaged, he obviously is not a hardcore type. He is serious about his training and appears to be benefiting from it. His positive attitude toward the JA and the services was clearly communicated to the interviewer.

Client Case Study #12

Although economically disadvantaged, the client obviously is not a hardcore type. He has been in the Navy, and gives an impression of being stable, healthy and ready to work. He came to the HRD Center in search of a job. He had a transportation problem because his car was not in running condition. He had heard about a particular JA from his girlfriend. She had a JA who takes a good deal of personal interest in his clients, so the client contacted this JA.

With JA's assistance and support, the client is pursuing his vocational interest -- taking salesman training and the repair of keypunch machines. JA has visited his home and keeps track of his performance by contracting the training staff. The client takes his training seriously and is investing considerable effort. He likes JA's manner and feels he can call JA anytime day or night. He still has transportation problems. He cannot afford to fix his car, so he must get up very early to catch a ride in order to be at school in a nearby city by 7:30 a.m. Also, he finds it difficult on his MDTA grant to purchase tools, books, and manuals. He wishes they were furnished by MDTA.

INTERVIEWER'S PERCEPTIONS OF CLIENT PROBLEMS AND SERVICE RECEIVED

The client appears to be benefiting from his training and his relationship with JA has been productive.

Client Case Study #13

This client's initial contact with JA got him a job. He had his Parole Agent on his back. He had spent his time for arson. "That was the first time I ever got a job from any kinda agency." (Before he was in prison he went to "the employment office" several times, but "no one noticed you -- no one cared.") JA quickly responded to his need for a job and sent him and two other JA clients with an HRD escort who introduced them to the personnel officer at a company. The client feels he was given proper treatment by the employer -- "they knew who I was." JA had helped him to get a job driving a big truck. "It was a good job -- over $4.00 an hour, and it could have been more."

Once he had a job, JA talked with him about other things. He had problems with his family he hadn't expected anybody to care about. He was surprised that JA willingly came to meet his people, even on a Sunday. He shows warmth and respect for JA. Today, he has brought two friends to the Center with him. He mentions that i_f_ h_e knew a person well enough, he "would give them the name of /JA/." But only if he knew a person deserved her help.

Today he is in trouble again. After nearly one year on the job, he was fired. He says he was taken in by "easy cash." (Interviewer assumes he means he stole from employer.) He thinks he has blown it for the present. "I see nothin' for myself right now. I'm 27. Still on parole." (Parole would have been over in two months, he says, if he had not gotten into trouble.)

INTERVIEWER'S PERCEPTIONS OF CLIENT PROBLEMS AND SERVICE RECEIVED

JA did not stay in touch with the employer and was not aware of the client's problems as they developed. JA also did not follow up with the client; he indicated he had not seen or heard from JA in more than six months. (The client got more help from JA than he expected, and he blames himself for everything that went wrong.) As the client's action illustrates, JA's personal rapport with clients causes them to reappear at the Center -- eventually.

Client Case Study #14

Seven years ago, when she was 19, she came to Los Angeles with two other girl friends from a small town in Louisiana. She is Black. "I had big impressions of California . . . . I had finished high school back home, but the standard was low -- about equal to eighth grade here. And I couldn't pass any test at that time. It took three months to get a job as clerk in a market. I didn't have any experience."

Later, she worked as a nurse's aide for two and a half years and from that time she wanted to be a nurse. She quit work when her son was born. Since then, she has had considerable contact with government agencies. She and her child (now age three) have been on DPSS (welfare) for two years. Most of her agency contact has been with the WIN training program. She was enrolled for training to become an RN, her first choice. She signed up thinking it would be a two-year course. When the contact did not materialize, the students were transferred to a college in which RN training was a three-year course. "It was gonna take so long." She felt unprepared because at the college she would have to take college chemistry and additional courses. So the WIN Counselor arranged for her to be transferred to an LVN class, which she began in September 1969, and stayed with until March 1970. She had become ill with "Bell's Palsy." It was a nervous condition; she says her mouth hung down and she could not even close her right eye. The doctor suggested "it was too much pressure" and that she should drop out. "I guess being a nurse just was never meant to be for me." She stayed home about four months, then continued WIN training, this time in a multi-clerical course at an adult school. "I thought it was a shorty. I just wanted something I could go through and get a job." She has been in the clerical course almost a year (except for a month-long visit home to Louisiana). She says she was not happy with how her skills were developing. "I wasn't getting as much speed as I wanted. So I wanted a job." (The WIN Counselor called recently to tell JA that the client's English is good but she cannot type well enough to be employed as a typist.) Appraising all of her training experiences, the client says, "At least now I can pass tests." She speaks highly of her WIN Counselor who has seen her through all the above.

For the last two years she has been dependent on welfare (now $143 per month) plus her WIN training allowance, for the support of herself and her son, a beaming, bright-eyed, three-year-old. The child's grandmother helps out by caring for him while his mother goes to school.

About four months ago she came to apply at the HRD Center for a job. "I heard an ad on TV -- about a better business bureau -- or businessman's bureau -- something like that -- where they were offering jobs. They gave the phone number, so I called it and they sent me to the Center. When I told them at the Center what I heard on TV, they didn't even know what I had come for -- never heard of it." (The interviewer suggests that the ad may have been for JAB/JOBS; the client says that sounds right.)

Her experience with the HRD Center has been satisfactory -- even pleasant -- but nothing has resulted from her contact there. After a brief interview, an Employment Counselor routinely sent her to a JA. Her experience with JA has been limited to about four conversations, a couple in the office and a couple at her home. JA has made several suggestions and apparently has discussed alternatives with her, but no actions have resulted. He "told me to call -- keep in touch -- to see if he had anything." She says, JA gave her "a down-to-earth feeling."

Meanwhile, she was looking for jobs on her own. She responded to an ad in the Los Angeles Times for a job with Pacific Telephone. Last month she took and passed the test for telephone operator. "They are going to have to train me," she says (although in the past two years she has been involved in three training programs). She is leery about what this job might be. "I don't think Pacific Telephone is it -- because I would like to work with people, and it looks like I might be stuck in a room somewhere . . . . If I marry, I would still go back to school -- for nursing . . . . I will take (maybe next month) the County and State Civil Service tests -- just as soon as the freeze lets up." She thinks County and State jobs would offer her security and good benefits.

While the interviewer is in the client's living room, a middle-aged, Anglo man with a black folder tucked under his arm knocks at the door. He shuffles some papers and looks inside at the interviewer. He is aggressive and inquiring, looking like a bill collector. He announces himself as a representative of the "Department of Public Social Service." Then he comes into the room and sits down. There is an awkward silence. Pulling out his papers and beginning to write, he asks, rhetorically, "I hope I am not interrupting a confidential interview or something." The client tells him she waited for him last Wednesday when he said he was coming to bring eligibility papers (a routine affirmation signed by the welfare client every six months). The social worker says she is mistaken; it was this Wednesday. After the Eligibility Worker leaves, the interviewer expresses resentment at what she feels was rudeness on the part of the social worker. The client shrugs, gently, "When you are on the County, you have to put up with a lot . . . . Mostly my social workers and I have had good understandings."

INTERVIEWER'S PERCEPTIONS OF CLIENT PROBLEMS AND SERVICE RECEIVED

JA is apologetic about his limited contact with the client. He says she already was in WIN and was "basically together" when she came to see him. "When I say together, I mean that her grooming was -- acceptable. She is a very neat appearing person." The client appears self-assured, and is attractive and well-dressed. She seems self-sufficient (to JA and to interviewer), and has had extensive contact with a WIN Counselor during the past two years. The client appears to have handled problems herself, through DPSS and WIN workers. Although she came to HRD looking for a job, and met the Job Agent client criteria, the services of a Job Agent were not fully utilized in this situation. JA says, "We consider WIN clients 'easy clients' because the primary follow-up responsibility is with WIN." (This minimal JA role occurs with HRD management guidelines.)

JA's objective with this client is not clear but, in his opinion, "She wasn't ready for a job. Unfortunately, she appeared to be a perennial student." When the interviewer initially talked with JA, he had not developed an understanding of the client's personal or employment background and was not able to give the reasons for her having dropped earlier training programs. However, the serious omission appears to be (especially with a client who has a relatively short history of dependency on the system) that JA did not confer in depth with the WIN Counselor who has had two years' experience dealing with the client. Following such a discussion, JA could have made an evaluation. Then he could be in a position, for example, to allow the WIN Counselor to assume the major responsibility -- as an efficient course of action rather than because the management guide says so.

The outcome is that the client continues to be served by the system, of which the Job Agent is the most recent in a series of service workers.

Client Case Study #15 (Letter)

The following letter was written by a Job Agent client in her attempt to articulate for others her experiences, particularly her problems with child care. The letter was given to several Assemblymen in Sacramento by a Job Agent Aide who was involved in supporting child care legislation.

March 12, 1971

Have you ever had to write a summary? Well that is what I am making an attempt to do. I said attempt because it is extremely hard to write about the hardships I have undergone since I decided to make an all out attempt to better myself and hopefully become selfsufficient. This is not going to be written very properly, but for those who read it, it should be very easy to follow. And also, very easy to get some idea of how hard it is to get any corporation and help when you're trying to become something.

First of all, my Job Agent, of H.R.D., got me enrolled in the East Los Angeles Skill Center on the M.D.T.A. training program. I did this because of the fact that the other Center is located in Watts. The Center in Watts is about the same distance from my house and there was no way of knowing when there was going to be an opening. So off to E.L.A. I went. When I arrived out there, I found out that there was a distance of about 3/4 of a mile in which I had to walk to get to the Center. It involved walking up a hill, around a curve and with no sidewalk. To make things even better, it was a truck route. My classes started at 8:00 A. M. which meant I had to leave my house at 6:20 A. M. to be at school on time. Before I could leave my house, I had to wake up at 5:15 A. M. in order to get dressed, wake up my sons, and get them ready for school. My father would have to get up 45 min. early to be up with the boys when the bus came to pick them up. The reason I had to leave so early was because the bus that went out to E. L. A. only ran once an hour. So if I missed my bus, I would be really late for class. If you were tardy five times, you would be docked for one days pay.

The fee for my sons to attend pre-school was $46.50 per week. I want it to be fully understood that the County of Los Angeles, signed a, so called, legal contract, stating that they would pay $40.00 of the $46.50 fee per week. I was doing real well at the Center and after about two months, I, along with the school was informed that the County could not pay for the child care service. Nor did they have any intertion of paying the back money. It came to a total of $320.00. Just like that, I found out that all my efforts so far were a total loss. All of a sudden the County could not pay for my child care. Then what in the hell did they sign?

Doesn't there supposed to be legal contracts mean anthing? Evidently not. To this day, the school has not received a penny. This left me with no way to get to school. We were only allowed ten days absence from school before we would be terminated. Ten days. Who in the world would watch my sons? How was I going to pay them? After ten days exactly, I found a lady who cared for children in her home. She agreed to care for my sons for $32.50 per week. Now I had to get up at 4:45 A. M. and leave at 5:45 A. M. to go up to the lady's house and then to school. To make things worse, my sons hated the lady with a passion. Every morning, they would cry and cry and hold on to me for dear life. After a few days the lady told me that I should cut my sons hair. I informed her that if it was to hard for her to comb, she could leave it alone. She decided to leave it alone. I also found out that all my sons were doing all day was watching T. V.. $32.50 per week so my sons could watch T. V. and so I could listen to her mouth. Almost everyday I would be crying by the time I arrived at school. I became very uninterested and my work was going down very fast. The only moral support I had was from my Job Agent, her aide, and my teachers at school. I guess the three people most responsible for my making it through those following weeks were [JA]; H. R. D., [JA Aide]; H. R. D., and most of all . . .; vice-principle of the East Los Angeles Skill Center. I considered [the vice-principal] the biggest help due to the fact that it was he who was at my side every morning when I would arrive at school crying. I would tell him who tired I was and how I hated having to leave my sons with the baby-sitter. After a few weeks, arrangements were made for me to go on two weeks work expierence with Social Secerity. Almost at the end of my two weeks there, [JA Aide] got me enrolled in the W. I. N. training program. I started training with the State Department of Corrections at Midway Center. I am still at the Center. I enjoy my work and can't think of a nicer group of people to work with. However, it would have been to my advantage if I had been able to continue at the Center (Skill). But due to the extreamly hard circumstances, it was only a matter of time before I would have dropped out.

I am still going through changes. There is no gurantee that I will go to work on a permanent basis even after this. I'm just going along, not sure of anything. How long will I have a job? When will I get a permanent job? Am I wasting my time? Will all this pay off? How long will my life be so uncertain? All of these, and many more questions run through my mind all day, everyday. Right now I'm trying to get a car to get to work. $770.00 is supposed to be allowed through W. I. N. for buying a car. Sounds good? That's the same thing I thought. But of course thre is a whole bunch of shit to go along with this too. You can't get get a damn thing from the County unless you go through a bunch of shit. Every time I think I'm going to get my car, something comes up. Another loophole. I'm almost ready to tell them to take the car and the money and shove it. I get so damn tired of going without that I could scream. One lady at the County even went so far as to tell me I wanted the car because of its beauty. The car I'm trying to get happens to be a 1963 Chevy Nova. A six cylinder car with bucket seats, radio, and console. I just wanted to laugh in her face.

That's about all I can tell you about myself, but I want you to know that I am not alone. There are countless of others just like me. Some people think that the mothers are getting hurt, but to me its my sons who are suffering worse. I've suffered enough just knowing that the first part of their lives has been so screwed up. You see noone in my family has ever been on any type of Welfare. I'm used to being around people who get up, go to work, pay taxes, and everything else. You see there are more and more young mothers who are out to change things. But how can we change things if we can not get anyone to help us? We want better things for our children for the simple fact that some of us never had anything. We want brighter tomorrows for everyone. Certain people in public offices bitch about how many people are on Welfare and talk about cutting this and cutting that. Well what in the hell is there to cut? There's nothing going now. If mothers today can get proper skills, then our children and their children won't know what Welfare is. How so you expect things to get better if you don't improve things now? If a person never had anything, then they tend to set their standards low when they get older. Well I don't know about everyone else, but my sons are going to have the best or pretty damn close to it. They desereve it. They belong to me.

I have one last thing to add to this, for any and every parent who reads this. How would you tell your child when he or she was hungry that there was no food to eat, that they were not going to get anything for Xmas, or they couldn't get a new pair of shoes or a new coat? How would you tell them that they couldn't go to kiddieland, or a show, or even get a candy bar? What do you say? How do you explain it to a child, your child? And if some of you find the time, drive past a County household on the first or sixteenth, and look into the faces of the children, three and four years old even, staring out the window or sitting on the pourch waiting for the mailman to bring their mommie her check. And if you look hard enough, I'm sure you will see some of them crying because Mommies check was late and the mailman didn't even stop. And after you see this go home and think about it. Then look at your children.

/Client's signature/
County Mother

APPENDIX I

Findings on Clients in Tabular Form

TABLE 1

MEAN EARNED INCOME 12 MONTHS PRIOR TO BECOMING A JOB AGENT CLIENT - BY PRIOR WORK HISTORY

	Mean Income	Clients Reporting Some Income
Total Sample:	$1,921	186
Length of Longest Job		
1 wk. to 1 year	$1,691	92
1 yr. to 2 years	$2,068	49
2 yrs. to 3 years	$2,541	32
Unknown	$1,473	13

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TABLE 2

HOW CLIENTS GOT BY WHILE UNEMPLOYED COMPARED TO LENGTH OF LONGEST JOB IN THE 36 MONTHS PRIOR TO BECOMING A JOB AGENT CLIENT

	TOTAL SAMPLE		NOT EMPLOYED		LENGTH OF LONGEST JOB							
					1 wk. to 1 yr.		1 yr. to 2 yrs.		2 yrs. to 3 yrs.		UNKNOWN	
	# of Clients	% of Clients	#	%	#	%	#	%	#	%	#	%
Employment Status	333	100	76	22.8	128	38.4	67	20.1	43	12.9	19	5.7
How Clients Got By While Unemployed:												
TOTAL CLIENTS REPORTED	303	100%	69	100%	122	100%	60	100%	34	100%	18	100%
Welfare	107	35.3	20	29.0	51	41.8	19	31.7	13	38.2	4	22.2
Living With Relatives Or Friends	92	30.4	21	30.4	42	34.4	18	30.0	9	26.5	2	11.1
Incarcerated	41	13.5	25	36.2	9	7.4	6	10.0	-	-	1	5.6
Hustling*	27	8.9	4	5.8	11	9.0	5	8.3	1	2.9	6	33.3
Unemployment Insurance	27	8.9	-	-	7	5.7	11	18.3	7	20.6	2	11.1
Odd Jobs	23	7.6	2	2.9	11	9.0	5	8.3	3	8.8	2	11.1
Savings	11	3.6	1	1.4	2	1.6	5	8.3	3	8.8		
Living With Someone On Welfare	11	3.6	2	2.9	5	4.1	3	5.0	1	2.9	-	-
Stealing	9	3.0	3	4.3	6	4.9	-	-	-	-	-	-
Training Stipend	6	2.0	2	2.9	2	1.6	1	1.7	1	2.9	-	-
Gambling	6	2.0	-	-	5	4.1	1	1.7	-	-	-	-
Private Charity	2	.7	-	-	-	-	-	-	-	-	2	11.1
Other	25	8.3	8	11.6	9	7.4	2	-	5	-	1	

*Hustling includes any of a number of activities such as pimping, prostitution, small scale drug traffic, or selling stolen goods.

TABLE 3

CHARACTERISTICS OF CLIENTS BY WORK HISTORY
36 MONTHS PRIOR TO BECOMING JOB AGENT CLIENT

	NOT EMPLOYED		LENGTH OF LONGEST JOB							
	NOT EMPLOYED		1 wk. to 1 yr.		1 yr. to 2 yrs.		2 yrs. to 3 yrs.		UNKNOWN	
	#	%	#	%	#	%	#	%	#	%
Age	29.9 yrs.		26.3 yrs.		29.6 yrs.		34.2 yrs.		32.6 yrs.	
Clients	76	100.0	128	100.0	67	100.0	43	100.0	19	100.0
Female	24	31.6	40	31.3	15	22.4	9	20.9	6	31.6
Male	52	68.4	88	68.8	52	77.6	34	79.1	13	68.4
Married	13	17.1	35	27.3	35	52.2	25	60.5	7	36.8
Single Never Married	38	50.0	67	52.3	18	26.9	6	14.0	6	3[illegible]6
Highest Grade Completed	10.6 yrs.		11.1 yrs.		10.7 yrs.		9.6 yrs.		9.8 yrs.	
Years in Area	14.7 yrs.		12.6 yrs.		13 yrs.		6.5 yrs.		11.1 yrs.	
Never Received Welfare	36	47.4	50	39.1	30	44.8	27	62.8	5	26.3
Criminal Record	46	60.5	58	45.3	33	49.3	6	14.0	10	52.6
No Record	29	38.2	66	51.6	33	49.3	34	79.1	8	42.1
Unknown	1	1.3	4	3.1	1	1.5	3	7.0	1	5.3
Drug Or Alcohol Problems	22	28.9	17	13.3	8	11.9	4	9.3	4	21.1

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TABLE 4

TRAINING HISTORY PRIOR TO BECOMING JOB AGENT CLIENT (BY INSTITUTION PROVIDING TRAINING)

	IN TRAINING AT LEAST ONE TIME		IN TRAINING AT LEAST TWO TIMES		IN TRAINING AT LEAST THREE TIMES	
Training Institution	# Of Trainees	% Of All Trainees	# Of Enrollees	% Of All Trainees	# Of Enrollees	% Of All Trainees
Corrections	19	19.4				
Private School	16	16.3	1	6.3	1	33.3
Skills Center	12	12.2	1	6.3	1	33.3
Public Agency Employer	12	12.2	2	12.5		
Adult Education	8	8.2	2	12.5		
Job Corps	8	8.2	3	18.8		
Private Employer	7	7.1				
CEP Orientation	2	2.0				
Apprenticeship	2	2.0				
Occupational Industrial Center	1	1.0	1	6.3		
Regional Occupational Center	1	1.0				
Junior College	1	1.0				
Other Institution	8	8.2	6	37.5	1	33.3
Unknown	1	1.0				
TOTAL	98	99.8%	16	100.2%	3	100.1%

(Percents not equal to 100 due to rounding)

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TABLE 5

TRAINING HISTORY PRIOR TO BECOMING JOB AGENT CLIENT (BY INSTITUTION PAYING FOR TRAINING)

	IN TRAINING AT LEAST ONE TIME		IN TRAINING AT LEAST TWO TIMES		IN TRAINING AT LEAST THREE TIMES	
Program Paying For Training	# Of Trainees	% Of All Trainees	# Of Enrollees	% Of All Trainees	# Of Enrollees	% Of All Trainees
MDTA - Institutional	19	19.4	4	25.0	1	33.3
Individual	10	10.2				
On-The-Job	1	1.0				
NAB JOBS	3	3.1				
Department of Corrections	18	18.4				
Job Corps	8	8.2	3	18.8		
Client Paid Own	4	4.1				
Department of Rehabilitation	4	4.1	1	6.3		
Public Agency Other Than Department Of Labor	4	4.1	1	6.3		
CEP	3	3.1				
Welfare Community Work & Training	2	2.1				
Adult Education	2	2.1	1	6.3		
Private Employer	2	2.1				
WIN	1	1.0	1	6.3	1	33.3
Other Program	12	12.2	3	18.8	1	33.3
Unknown	5	5.1	2	12.5	–	
TOTAL	98	100.3%	16	100.3%	3	99.9%

(Percents not equal to 100 due to rounding)

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TABLE 6

OUTCOME OF MOST RECENT TRAINING PRIOR TO BECOMING A JOB AGENT CLIENT

	# Of Trainees	% Of Trainees
Finished Unemployed	33	33.7
Finished Employed	14	14.3
Dropped Out, Unemployed	26	26.5
Dropped Out, Employed	4	4.1
In Training When Became Job Agent Client	6	6.1
Other Outcome	15	15.3
TOTAL	98	100.0

TABLE 7 (Who received training)

TRAINING PATTERNS BY CENTER

	San Diego		SFSC		Long Beach		Avalon-Fl.		E.L.A.		W. Oakland		Chinatown		Sacramento	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
Placed in training	33	66.0	43	62.3	24	61.5	28	57.1	24	53.3	11	52.4	12	50.0	18	50.0
No training	17	34.0	26	37.7	15	38.5	21	42.9	21	46.7	10	47.6	12	50.0	18	50.0
Totals	50	100.0	69	100.0	39	100.0	49	100.0	45	100.0	21	100.0	24	100.0	36	100.0

TABLE 8

TRAINING PATTERNS BY ETHNIC GROUPS

Ethnic Group	Placed in Training		No Training		Totals	
	#	%	#	%	#	%
Asian	13	54.2	11	45.8	24	100
Chicano	55	61.8	34	38.2	89	100
Black	101	58.4	72	41.5	173	100
Anglo	17	45.9	20	54.1	37	100
Other	7	70.0	3	30.0	10	100
	193		140		333	

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TABLE 9

TRAINING PATTERNS BY NUMBER OF DEPENDENTS

Number of Dependents	Placed in Training		No Training		Totals	
	#	%	#	%	#	%
3 or more	47	52.2	43	47.8	90	100
0 to 2	146	61.1	93	38.9	239	100
Unknown	-	-	4	100.0	4	100
	193		140		333	

TABLE 10

TRAINING PATTERNS BY PERSONAL CHARACTERISTICS POSSIBLY EFFECTING EMPLOYABILITY*

Personal Characteristics	Placed in Training		No Training		Totals	
	#	%	#	%	#	%
Negative	52	61.2	33	38.8	85	100
Positive	48	50.5	47	49.5	95	100
	100		80		180	

*See p.   for a description of these characteristics. This table includes only cases which showed positive and negative personal characteristics.

TABLE 11

TRAINING PATTERNS BY NUMBER OF CLIENTS WITH DRUG AND ALCOHOL PROBLEMS

Problem Status	Placed in Training		No Training		Totals	
	#	%	#	%	#	%
Drug or alcohol problems	29	50.9	28	49.1	57	100
No drug or alcohol problems	164	59.4	112	40.6	276	100
	193		140		333	

TABLE 12

TRAINING PATTERNS BY NUMBER OF CLIENTS WITH LANGUAGE PROBLEMS

Language Status	Placed in Training		No Training		Totals	
	#	%	#	%	#	%
Language problem	23	67.6	11	32.4	34	100
No language problem	170	56.9	129	43.1	299	100
	193		140		333	

TABLE 13

WAS PREFERRED TRAINING PREFERRED?

	Number of Clients Who Got Training	Percent of Clients Who Got Training
Total Clients Who Got Training	193	100.0%
JA Response Available	186	100.0
Training Was in Suitable Subject or Occupation	157	84.4
Other Training Preferred	29	15.6
Reason Why Preferred Training Not Given:		
Client Not Qualified	9	4.8
Training Not Available or Client Did Not Want	13	7.0
Other	7	3.8

TABLE 14

PREFERRED TRAINING NOT PROVIDED

Institutions	Training Suitable	Other Training Preferred	Totals	Percent of Job Agent Dissatisfaction
Adult Education	14	2	16	12.5%
Skill Centers	41	7	48	14.6
Private Vocational Schools	45	0	45	0.0
Private Employers	24	8	32	25.0
Public Agency	8	2	10	20.0
Other Training	23	7	30	23.0
Total Responses	155	26	181	

TABLE 15

NEEDED TRAINING NOT PROVIDED

	Number of Clients	Percent of Clients
No training provided	140	100.0%
JA felt that client did not need training	47	33.6
JA felt that client should have had training	89	63.6
Unknown	4	2.9

TABLE 16

TRAINING TERMINATION PATTERNS COMPARED WITH CLIENT'S PERCEIVED EDUCATIONAL STATUS*

Educational Perception	Dropped Training		Completed Training		Totals	
	#	%	#	%	#	%
Asset	4	33.3	8	66.7	12	100
Problem	25	73.5	9	26.5	34	100
Others	32	56.1	25	43.9	57	100
	61		42		103	
Asset		6.6		19.0		11.7
Problem		41.0		21.4		33.0
Others		52.5		59.5		55.3
		100.1%		99.9%		100.0%

*When the cases shown as having an educational asset are merged, because of the very small sample sizes, with the clients for whom there was no educational rating, the computed X^2 value with one degree of freedom is 4.301 which is significant at the 0.050 level.

TABLE 17

TRAINING TERMINATION PATTERNS COMPARED WITH CLIENT'S EDUCATIONAL GRADE LEVEL*

Grade Level	Dropped Training		Completed Training		Totals	
	#	%	#	%	#	%
11th Grade or Less	42	70.0	18	30.0	60	100
12th Grade or More	17	42.5	23	57.5	40	100
	59		41		100	
11th Grade or Less		71.2		43.9		60.0
12th Grade or More		28.8		56.1		40.0
		100.0%		100.0%		100.0%

*X^2, 1 df, 7.493 significant at the 0.010 level.

TABLE 18

OUTCOMES OF TRAINING FOR JOB AGENT CLIENTS BY CENTER

Centers	Avalon Florence		East L.A.		Long Beach		Sacto		San Diego		SF China-town		SF Service Center		West Oakland		Totals	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
Sample	49	100.0	45	100.0	39	100.0	36	100.0	50	100.0	24	100.0	69	100.0	21	100.0	333	100.0
Rec'd Training	28	57.1	24	53.3	24	61.5	18	50.0	33	66.0	12	50.0	43	62.3	11	52.4	193	58.0
Training Outcome	28	100.0	24	100.0	24	100.0	17*	100.0	33	100.0	12	100.0	42*	100.0	11	100.0	191	100.0
Still in Train'g	13	46.4	9	37.5	13	54.2	11	64.7	12	36.4	6	50.0	18	42.9	6	54.5	88	46.1
Left Training	15	53.6	15	62.5	11	45.8	6	35.3	21	63.6	6	50.0	24	57.1	5	45.5	103	53.9
Left Training	15	100.0	15	100.0	11	100.0	6	100.0	21	100.0	6	100.0	24	100.0	5	100.0	103	100.0
Dropped	11	73.3	12	80.0	5	45.5	5	83.3	10	47.6	2	33.3	13	54.2	3	60.0	61	59.2
Finished	4	26.7	3	20.0	6	54.5	1	16.7	11	52.4	4	66.7	11	45.8	2	40.0	42	40.8
Unemployed	12	80.0	11	73.3	6	54.5	4	66.7	13	61.9	2	33.3	11	45.8	3	60.0	62	60.2
Employed	3	20.0	4	26.7	5	45.5	2	33.3	8	38.1	4	66.7	13	54.2	2	40.0	41	39.8
Employed	3	100.0	4	100.0	5	100.0	2	100.0	8	100.0	4	100.0	13	100.0	2	100.0	41	100.0
Finished	1	33.3	2	50.0	4	80.0	1	50.0	7	87.5	4	100.0	8	61.5	2	100.0	29	70.7
Dropped	2	66.7	2	50.0	1	20.0	1	50.0	1	12.5	-		5	38.5	-	-	12	29.3

*Outcome for one client unknown.

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APPENDIX J

ARTIFACTS OF CHANGES IN POLICY, 1969 TO 1972

A. July 28, 1969

A letter from the new Director of HRD to the State Personnel Board describing the new Job Agent position.

State of California

Human Relations Agency

Memorandum

To : John F. Fisher
Executive Officer
State Personnel Board
801 Capitol Mall
Sacramento, California

Date : July 28, 1969

File No.:

From : Department of Human Resources Development

Subject:

At the time our initial request to establish Job Agents was proposed to you, it was also distributed for comment to employees, employee organizations, legislative staff, and persons responsible for the executive function of Government. We have received many helpful and constructive suggestions. We have also had the opportunity to further evaluate the HRD Center, its organization, and the context within which Job Agents will function.

Based on this noted response and feedback and our own more extensive study permitted by delaying hearing of our proposal until August 6-7, we wish to modify our specification, salary request, and examination plan for Job Agent.

The attached specification embodies our modified concept of Job Agent. We propose for the present only a single class of Job Agent. In the months to follow we will be able to determine if a second Job Agent class at a lower level is required. In the meantime we believe preprofessional classes used in state service social service fields will provide paths through which significant numbers of indigenous persons of high potential can enter state service and gain the skills and training that will prepare them to compete for Job Agent positions as well as other promotional avenues in the Department of Human Resources Development.

Job Agents will be experienced and trained persons capable of accomplishing the most difficult and taxing tasks required of them by AB 1463. They will have a responsibility for delivering services and results that have never previously been placed upon line employees in a field office setting. A Job Agent will be required to effectively place significant numbers of hitherto unemployed and unemployable persons in meaningful employment. To accomplish this objective he will have all of the necessary and possible authority he can be given. He will have the authority to requisition any and all staff support services in the Department of Human Resources Development to see that his clients' needs are met. He will have through AB 1463 and its mandate an unprecedented authority to obtain assistance and services from branches of Government outside the HRD Department providing employability services assistance.

He will have a freedom to use and will be required to use innovation, judgment, and initiative that is commensurate with his responsibility. The direction he receives will be minimal. He will not answer for his procedural expertise but for results. Perhaps more than anything else it will be the independence, freedom, and ultimate responsibility for results that sets Job Agent apart from current classes to establish self-sufficiency among the culturally and economically disadvantaged.

Job Agents will be given authority, responsibility, and a breadth of assignment beyond that placed with most casework class. For this reason, it is imperative that the class of Job Agent be placed two steps above the general casework level at a salary range of $927 - $1128.

A most likely recruiting resource is state service casework classes, such as Employment Counselors, Vocational Rehabilitation Counselors, Intake Counselors, and Employment Security Officers in existing HRD operations; other candidates may be in county welfare departments, in community organizations, or in nonprofit organizations. The proposed salary level will enable us to actively recruit from these sources.

Qualified applicants for Job Agents have certain things in common. They must have had a number of years of experience in work that is directly related to that which they will perform as Job Agents. They should have had pertinent education and training to form the nucleus around which their experience can be used to develop a growing effectiveness. They are in demand because they are personally effective in the most difficult of all skills: relating to people who are hostile, excluded and discouraged and motivating such persons to tackle the obstacles and handicaps they must overcome to become self-sufficient. The salary proposed is essential if we are to attract this type of outstanding individual for this key job.

Minimum qualifications call for a combination of college and experience to assure the level of technical and professional performance that will be required of Job Agents. At the same time we cannot afford to exclude those who through pertinent experience and on-the-job training have achieved the skills demanded of the Job Agent. Therefore, a substitution of experience for education is provided. This will also make it possible for those new careerists in the Department who are indigenous to disadvantaged districts and areas to be served by the Department to realistically aspire to and reach the position of Job Agent through accomplishment of on-the-job training and experience or education.

Our objective is to find the best people possible in the state to be Job Agents. We have previously proposed an open examination for Job Agents since a promotional examination would exclude any person regardless of qualifications except state employees from competition for Job Agent positions. Since that time an alternate proposal of an open and promotional examination with a limit to the promotional list, such as 50% of the positions available, has been made. This approach will place competition for the balance of these positions on an open basis in which both employees and nonemployees can compete on an equal basis.

Our original proposal for the Job Agent examination was a nonwritten examination. Those who have examined AB 1463 carefully and its legislative history and intent conclude that a nonwritten examination will provide the best selection device for the class in question. In our opinion a written examination will exclude persons from competition on an admittedly objective basis. Our quarrel is not with a written examination's objectivity but with its validity. We have yet to see written materials that are appropriate to the Job Agent's critical attributes of independence, innovativeness, and the ability to relate and motivate the disadvantaged. We therefore, still believe that a nonwritten examination for Job Agent is the most appropriate selection device available.

Please revise your staff memorandum as appropriate in terms of this modified request. We will furnish whatever additional information we can.

G. L. Sheffield

G. L. SHEFFIELD
DIRECTOR

Attach

cc: California State Employees' Association
Union of State Employees Local #411
Robert Fugate, President, California I.A.P.E.S.
Marilyn Hughes, President, California Employment Counselors Association

B. August 13, 1969

Press release from HRD announcing recruitment of a "new breed" of civil servant.

STATE OF CALIFORNIA
Department of Human Resources Development
800 Capitol Mall, Sacramento, Calif 95814

Contact Charlie Ericksen
(916) 445-4262
August 13, 1969

'JOB AGENT' RECRUITING BEGINS
--A NEW BREED OF CIVIL SERVANT

A recruiting search for a new breed of California civil servant, the "job agent," has started statewide--with special emphasis on candidates living or working in poverty area communities.

Some 140 job agents will be hired by the State's newly-forming Department of Human Resources Development within the next few months.

By the end of the year, they will be at work in dozens of disadvantaged neighborhoods, developing personal relationships and progress plans for individual caseloads of hardcore unemployed.

As middlemen between society and the forgotten, they'll try, through a series of motivational programs and job training and placement services at their disposal, to bring hundreds of men and women back to participation and productivity.

When the California legislature enacted the Human Resources Development Act last fall, it created the job agent category.

Since then, teams of manpower experts have been shaping the duties of the new civil servant and refining the role he will play when the Department of HRD (which, as part of the State's Human Relations Agency brings together the Department of Employment, Service Center Program, State Office of Economic Opportunity and Commission on Aging) is activated late this year.

Heading the project is Gil Sheffield, 39-year-old former Pacific Telephone Company executive who six months ago was named by Governor Reagan to run the new department.

His task now is to identify and hire a corps of dedicated individuals who are as equally at home in a slum or ghetto or barrio environment as they are behind a bureaucratic desk or in the office of a corporate vice president.

"At times I think we're looking for two souls in a single body," Sheffield admits. "But there are such people."

The problem, he indicates, is that persons with this rare ability to function effectively in two "worlds" are coming into demand now, and many have substantial positions already, in education, industry, manpower programs, and elsewhere.

Sheffield has been authorized by the State Personnel Board to offer a starting monthly salary of $842.

All candidates must file their applications by Tuesday, August 26.

"We're recruiting heavily where the problem is--in the poverty areas. We are, because empathy and commitment are harder to teach than the ropes of government service," Sheffield says.

Minimum qualifications for the professional-level job have been adjusted from the traditional "college-degree-and-white-collar" standards toward a "street-corner-degree-and-lots-of-experience" model. Two years of college are equal to one year of experience in meeting minimum requirements. Also eliminated was a written examination.

The written examination was eliminated because, says Sheffield, "I know of no written test that can measure the dynamic qualities we're seeking."

The exam will be oral, with two community representatives sitting on the four-member interview panel.

"The job agent is the key to HRD's success," Sheffield sums up. "If he fails, we fail. That's why he must be someone who's tuned in on reality."

#

C. October 27, 1969

A memorandum to prepare employees of the Southern Region for appointment of Job Agents to the Centers.

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State of California
Department of Human
Resources Development

REGIONAL MEMORANDUM NO. 1 October 27, 1969

TO: All Employees

FROM: Louis J. Johnson, Deputy Director
Southern Region

SUBJECT: Job Agents

We have all been anxiously awaiting the implementation of the new Department of Human Resources Development. A great deal of hard work and long hours by many Department of Employment people have gone into the initial planning stages, and a great deal more will be necessary as we go along.

At this point, interest exhibited in the field prompts us to focus some attention on the Job Agent. While our operations have been client-oriented for sometime, the Job Agent respresents a new dimension. Although he has been characterized by some as the "guy who can walk on water", I am sure he will not be a miracle worker. I do believe, however, that he will be able to accomplish significant and meaningful changes in the lives of the disadvantaged, but only with the help and resources of all of us.

The Job Agent must be knowledgeable and resourceful, but he cannot be everything or know everything. No one of us can. But as an integral member of the team, he can contribute to our over-all efforts in job training, development, and placement of disadvantaged persons, regardless of race or cultural background.

On November 3, Job Agents will be appointed from both the open and promotional lists. They will enter a two-week training program designed to acquaint them with some of the resources and concepts of their function. HRD Center Managers and Service Center Managers will participate in furnishing information, sharing ideas, and developing mutual understanding.

During the two-week period, the Job Agents will learn about the functions of other agencies in relation to our clients, resources that can be used as supportive services, the WIN and CEP approach to working with clients, NAB-JOBS employer efforts to hire and train the disadvantaged. Job Agents and participating Managers will be engaged in a concentrated and data-filled program of presentation and discussion. It will be tiring and it will be saturating.

Where do the rest of us fit in? You and I - all of us - will need to understand the role of the Job Agent and how we can work together in helping the disadvantaged become employable. He will need to understand your individual roles so that he can draw upon your knowledge, skills, and specialities in providing counseling, outreach, motivation, training, placement, and supportive services for the clients in the case-load assigned to him. In his extensive follow-ups, the Job Agent will be able to provide valuable feedback for your use.

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As Job Agents become part of the work force of your office, I am sure you will make every effort to acquaint them with your scope of operations and form cooperative relationships. That is the only way that we can realize the objectives of 1463, the bill which created the Department of Human Resources Development and the Job Agent.

D. May 22, 1970

Memorandum from the Deputy Director to Job Agents in the Southern Region responding to questions.

State of California **Human Relations Agency**

Memorandum

To : All Job Agents

Date : May 22, 1970

File No.: 386:001

From : **Department of Human Resources Development**
Louis J. Johnson, Deputy Director

Subject:

I would like to take this opportunity to commend most of you for the excellent job you have been doing with limited resources during the past few months. Your ability to do this is one of the primary reasons why you were chosen.

During the past few months, many of you have asked many questions, voiced many concerns, and offered a number of recommendations. These have come in conferences, letters, memos, as well as through individual contacts. Since most of these are of interest to all of you, I am using this method to communicate my response to all job agents.

Prior to addressing myself to some specifics, I should like to state some salient facts that will possibly restate or clarify my attitudes and feelings, as well as, establish a platform which will provide us with a basis for understanding some of our existing problems.

First, let me state unequivocally, that I am still committed to the statements which several of you have referred to in my original keynote address to you last Fall. I still have the same idealism which I had then in spite of many disappointments. My desire to institutionalize change is still one of my prime objectives, and though they may not be apparent to you, many meaningful and significant policies are being instituted.

Secondly, I regret that I have not been able to spend more time with job agents, however, my responsibility for over fifty (50) offices other than HRD and Service Centers, including 2,000 employees, has made that an impossibility. It would seem that if the changes necessary in this department are to become a reality, there is need for my being personally involved in communicating my desires and philosophies to the entire Region. This, I have tried to do and I believe with some small degree of success.

We have all been concerned about travel funds. While this problem has not been resolved to our complete satisfaction, our current allotment for the Region reflects an improvement.

Many continue to state the need for case service funds, and I not only heartily agree, but have been involved in various unsuccessful attempts to get such funds through various sources. I too, wonder why this money was not provided initially,

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but neither do I expect to offer the lack of it to be an excuse.

Some job agents have expressed a desire to know my opinion of a job agents' organization. I certainly have no personal objections. I would suggest, however, that you consult the Laws and Rules governing the California State Civil Service, State Personnel Board Rule 545, regarding employee organizations.

I have, along with Mr. Benjamin Hargrave, Northern Regional Deputy Director, recommended to the Director that job agents be represented on task forces that affect job agents. This is consistent with our participatory management philosophy.

I have been requested to issue a memo to managers of all offices and centers to permit job agents to use their services on a priority basis. I have no intention of doing so. If there is a need for a job agent to seek services in another center or office, he should request the assistance of his manager or assistant manager. The reason for this should be obvious.

Paper work is a constant source of consternation for all of us. Many managers have continued to experiment, and now that all of us are much more knowledgeable, there will be a conscious effort to eliminate unnecessary reports. AB 1463, however, requires a significant amount of information regarding job agents. Many legislators are constantly asking for pertinent information regarding job agents which require regular and frequent reports.

I would like to commend many of the job agents for their willingness to assist each other, as well as, their effectiveness in exercising peer pressures which have contributed to the success and growth of fellow job agents. At the same time, I am disappointed that a few job agents are more concerned with changing other job agents than helping clients. All of us have faults, and we need to be as forgiving of others as we are of ourselves. We need each other to do the job. May I suggest as we seek to realize the goals of HRD, that we develop a synergistic relationship in every office and center.

Louis J. Johnson

LOUIS J. JOHNSON
Deputy Director, Southern Region

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E. November 8, 1971

Memorandum to Central Office Deputy Director from HRD legal section clarifying the Job Agent's role in representing clients at unemployment compensation hearings.

Memorandum

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To : Norman Blacher, Deputy Director
Job Training, Development and
Placement Division

Date : November 8, 1971

File No.: 53:38:cjb

From : **Department of Human Resources Development**
Victoria J. Giammattei, Legal Assistant

Subject: CONFLICT OF INTEREST - JOB AGENT REPRESENTING CLAIMANT

This is in reply to your request of October 20, 1971 regarding a possible legal conflict of interest when Job Agents represent claimants before a referee in unemployment compensation hearings.

SUMMARY

It is legally an incompatible activity and a conflict of interest for a Job Agent, employed by the Department of Human Resources Development to represent or assist in the representation of a claimant in any action arising under the Unemployment Insurance Code.

ANALYSIS AND OPINION

Government Code Section 19251 states:

> "A state officer or employee shall not engage in any employment, activity or enterprise which is clearly inconsistent, incompatible, in conflict with or inimical to his duties as a state officer or employee or with the duties, functions or responsibilities of his appointing power or agency by which he is employed."
>
> "Each appointing power shall determine, subject to the approval of the board, those activities which, for employees under his jurisdiction are inconsistent, incompatible or in conflict with their duties as state officers or employees. Consideration shall be given to employment, activity or enterprise which . . .
> (c) involves the performance of an act in other than his capacity as a state officer or employee which act may later be subject directly or indirectly to the control, inspection, review, audit or enforcement by such officer or employee or the agency by which he is employed. . . ." (Emphasis added.)

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Pursuant to this code section, the Department of Human Resources Development designated certain activities of its employees incompatible. To this end, HRD Standard Reference, Vol. III, Personnel Management, Proc. #501, Incompatible Activities, pp. 1-4 states:

> "The Director of HRD has determined, with the approval of the State Personnel Board, that the following employments, activities, or enterprises, which for employees under its jurisdiction are inconsistent, incompatible, in conflict with, or inimical to their duties, functions or responsibilities of the Department:"
>
> ". . .6. Engaging in any of the following activities, except when performed in a capacity as a representative of the Department or as part of approved official duties:"
>
> ". . .g. Giving oral or written advice to, or preparing any documents for, or in any way assisting or representing any person or organization in any court proceeding or action arising under the Unemployment Insurance Code. . . ."

Since the Job Agent is clearly not appearing at the hearings as a representative of the department, his representation of claimants at these hearings is clearly incompatible or a conflict of interest with his duties and responsibilities to the department unless it can be shown that he may engage in this act as part of his approved official duties.

The California State Personnel Board Specification for Job Agent lists among typical tasks, ". . .functions as an advocate in representing Clients in dealing with community institutions;. . .". This specification was established August 7, 1969. A prior draft of this, dated July 28, 1969, stated; ". . .functions as an advocate in representing clients in dealing with employers, public agencies and community institutions;. . ." (Emphasis added) It seems clear that the removal of the words "employers" and "public agencies" was intended to eliminate any ambiguities regarding possible rights of Job Agents to act as an advocate in situations such as the one at hand.

It can therefore be concluded that it was never intended that representation of clients in actions arising under the Unemployment Insurance Code was to be an approved official duty of a Job

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Agent. Therefore preparing documents, assisting or representing clients in unemployment compensation cases is clearly incompatible and in conflict with the duties of a Job Agent as a state employee.

cc: A. Nelson
Room 5000

F. November 23, 1971

Job Agent performance report for the period of July, August and September 1971, explaining why only 124 of 140 Job Agent positions are filled, describing Job Agent caseloads, and stating the 75 annual client placements requirement.

State of California **Human Relations Agency**

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Memorandum

To : Sig Hansen, Director
Room 5000

Date : November 23, 1971

File No.: 67:DD:fp

Gary

From : **Department of Human Resources Development** - Garold Raff, Jr., Chief
Employability & Placement Services Section

Subject: JOB AGENT PERFORMANCE REPORT

Attached is a copy of the third quarter 1971 Job Agent Performance Report with all appropriate offices reporting.

A comparison between the second and third quarter 1971 reports show that the number of offices employing Job Agents increased from 28 to 31. The new offices are Berkeley HRD, San Diego HRD and San Francisco Skill Center. (See Attachment B for staffing levels.)

The number of clients receiving Job Agent services in areas of training, placement and related services necessary to implement employability plans on an individualized basis increased by 10% statewide.

Number of Clients (end of quarter):	'71-2	'71-3	% Change
North	1694	1748	+ 3
South	2811	3224	+ 15
Statewide	4505	4972	+ 10

This increase is primarily due to the additional offices reporting within the period.

At the end of the third quarter '71, 124 Job Agent positions were filled; an increase of 9% over quarter but still 16 positions short of the original authorized level of 140.

Number of Job Agents:	'71-2	'71-3	% Change
North	46	48	+ 4
South	68	76	+ 12
Total	114	124	+ 9

Attempts were made to determine why offices with vacant Job Agent positions have not filled them. The general conclusion expressed was dissatisfaction with candidates on the existing list. Field office managers have recommended that the current list be abolished and that the selection criteria for future candidates be revised. These recommendations have been communicated to the State Personnel Board.

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Average Job Agent caseload statewide did not increase this quarter.

Average Caseload (end of quarter):	'71-2	'71-3	% Change
North	36	36	(0)
South	41	42	+2
Statewide	40	40	(0)

There is considerable variation in Job Agent caseload by office. As shown on Attachment A, it ranges from a high of 64 per Job Agent in the San Bernardino HRD office to a low of 15 in the East Fresno HRD office. Because of this lack consistency, we are requiring that each Job Agent maintain a minimum active caseload of 65. An "active caseload" is composed of cases showing movement toward established employability goals; it does not include cases which no longer need intensive Job Agent services. This procedure will provide a certain degree of uniformity.

In the same period, the number of Job Agent clients in training status at the end of quarter shows an increase of 30% over the second quarter.

In Training (end of quarter):	'71-2	'71-3	% Change
North	453	641	+ 19
South	814	1011	+ 24
Total	1267	1652	+ 30

Although there has been an increase in the allocation of training slots to field offices, the major increase is due to the workload generated by Job Agents at the San Francisco Skill Center, whose primary caseloads consist of MDTA trainees.

The quarter under study, the number of Job Agent clients in follow-up status showed a 12% increase statewide.

Follow-up Status:	'71-2	'71-3	% Change
NORTH			
3 mos. or less	349 (57%)	272 (53%)	- 28
6 months	169 (28%)	142 (28%)	- 19
12 months	90 (15%)	100 (19%)	+ 11
Sub-total	608 (100%)	514 (100%)	- 18
SOUTH			
3 mos. or less	437 (43%)	510 (39%)	+ 12
6 months	260 (25%)	349 (26%)	+ 33
12 months	326 (32%)	452 (35%)	+ 39
Sub-total	1023 (100%)	1307 (100%)	+ 28
TOTAL	1631	1821	+ 12

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The number of clients in follow-up status represents placements and are, therefore, retained for a period of 18 months. During this quarter, there were 225 successful closures and 275 job retentions for 18 months.

In the future Job Agents will be required to employ a minimum of 75 clients from their caseload each year. Job Agents will be evaluated on the ability to obtain suitable employment for clients.

bcc: Norman Blacher, 6126
James Connor, 5096
James Pool, 5000
Jeanne Barnett, 5121
Gerold Reff, 5080
David Davis, 5080

ATTACHMENT A

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CENTERS RANKED BY JOB AGENT CASELOAD

Center	Caseload End of Quarter	Number of Job Agents	Average Caseload	Rank
*San Bernardino HRD	318	5	64	1
San Francisco S.C.	236	4	59	2
Bakersfield HRD	227	4	57	3
*South Central L.A.S.C.	490	9	54	4
*L. A. Central HRD	516	10	52	5
*Compton HRD	153	3	51	6
Vallejo HRD	99	2	50	7
S.F. Chinatown-No. Beach HRD	98	2	49	8
*Long Beach HRD	325	7	46	9
*San Diego S.C.	316	7	45	10
West Fresno S.C.	129	3	43	11
East Oakland HRD	81	2	40	12
*Venice S.C.	116	3	39	13
Sacramento HRD	113	3	37	14
S.F. Bayview-Hunters Pt. HRD	112	3	37	15
SUB-TOTAL	3329	67 (Av. 4.4)	Av. 50	
San Francisco S.C.	158	4	37	16
*Avalon-Florence HRD	405	11	37	17
Stockton HRD	106	3	35	18
*Orange County HRD	69	2	35	19
*East Los Angeles S.C.	190	6	32	20
Oakland-Fruitvale HRD	62	2	31	21
*San Fernando Valley HRD	87	3	29	22
*Pasadena HRD	109	4	27	23
East San Jose	83	3	27	24
West Oakland	82	5	27	25
Richmond S.C.	49	2	25	26
Fresno HRD	24	1	24	27
*San Diego HRD	130	6	22	28
Berkeley HRD	20	1	20	29
S. F. Mission HRD	39	2	20	30
East Fresno HRD	30	2	15	31
SUB-TOTAL	1643	57 (Av. 3.6)	Av. 29	
GRAND TOTAL, STATEWIDE	4972	124	Av. 40	

* These are offices located in Southern California.

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ATTACHMENT B

JOB AGENT CLIENT STATUS REPORT

Southern Region -3rd Quarter

	Avalon-Florence HRD #481	Compton HRD #511	East Los Angeles #570	Long Beach HRD #555	LA Central HRD #482	Orange County HRD #450	Pasadena HRD #519	San Bernardino HRD #539	San Diego Service Ctr. #532	San Fernando Valley HRD #520	So. Central LA Service Ctr. #567	Venice Service Ctr. #526	SAN DIEGO HRD # 575	TOTAL
CASELOAD														
1. Start of Quarter	341	155	179	337	420	77	127	247	301	141	475	122	77	2999
2. Accepted in Quarter	114	9	49	71	149	8	9	82	74	11	111	61	59	807
3. Closures in Quarter	50	11	38	83	53	16	27	11	59	65	96	67	6	582
4. End of Quarter	405	153	190	325	516	69	109	318	316	87	490	116	130	3224
CLIENT STATUS (End of Qtr.)														
1. No Plan Developed	12	46	178	40	83	73	6	266	94	—	541	13	67	1419
2. In Training Status	103	33	40	129	143	8	33	177	48	20	189	63	25	1011
3. Awaiting Employment	69	—	28	10	67	9	32	105	29	24	114	4	7	498
4. NAB-JOBS Placement	13	3	—	11	22	4	4	45	17	1	17	—	10	147
5. Follow up Status (PLACEMENTS)														
a. 3 mos. or less	60	9	36	52	88	23	18	35	55	14	80	21	19	510
b. 6 months	42	25	8	37	53	12	15	67	25	5	45	10	1	345
c. 12 months	48	16	3	29	66	10	10	34	35	8	25	7	4	295
d. 18 months	22	16	3	23	44	2	4	11	18	12	1	—	1	157
NUMBER OF JOB AGENTS	11	3	6	7	10	2	4	5	7	3	9	3	6	76
AVERAGE CASELOAD (End of Quarter)	37	51	32	46	52	35	27	64	45	29	54	39	22	42
SUCCESSFUL CLOSURES DURING QUARTER	5	1	—	6	10	3	5	—	4	18	18	4	—	74

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ATTACHMENT B

JOB AGENT CLIENT STATUS REPORT

Northern Region - 3rd Quarter

	Bakersfield HRD #593	East Fresno #528	East Oakland HRD #470	East San Jose HRD #478	Fresno HRD #597	Oakland-Fruitvale HRD #469	Richmond Service Ctr. #530	Sacramento HRD #525	SF Bayview-Hunters Pt. HRD #473	SF Chinatown No. Beach HRD #474	SF Mission HRD #472	SF Service Ctr. #533	Stockton HRD #490	Vallejo HRD #571	West Fresno Service Ctr. #527	West Oakland HRD #471	BERKELEY HRD # 498	S.F. SKILL CTR. # 425	TOTAL
CASELOAD																			
1. Start of Quarter	237	27	77	82	31	65	51	122	126	98	38	266	124	110	127	110	—	163	1854
2. Accepted in Quarter	85	16	11	22	5	37	2	24	30	33	14	117	16	64	43	8	21	—	543
3. Closures in Quarter	95	13	7	21	12	10	4	33	44	33	13	147	34	75	41	36	1	5	654
4. End of Quarter	227	30	81	83	24	62	49	113	112	98	39	236	106	99	129	82	20	158	1746
CLIENT STATUS (End of Qtr.)																			
1. No Plan Developed	69	9	16	24	32	7	33	23	35	27	40	107	4	39	70	—	4	—	539 337
2. In Training Status	59	5	26	17	10	17	16	50	44	22	11	86	34	36	22	27	1	153	641
3. Awaiting Employment	7	1	6	5	—	11	9	13	6	16	3	6	8	4	9	—	4	4	112
4. NAB-JOBS Placement	4	1	2	3	—	1	1	1	3	—	—	7	1	—	4	1	—	—	29
5. Follow up Status (RECENT)																			
a. 3 mos. or less	60	4	27	20	8	6	5	13	11	16	5	20	23	23	26	—	5	—	272
b. 6 mos.	25	1	13	6	7	14	5	9	8	9	5	15	14	6	5	—	—	—	142
c. 12 mos. / d. 18 mos.	5 / —	4 / 5	19 / —	7 / 1	1 / —	5 / 2	3 / 1	3 / —	1 / 1	6 / 2	2 / —	5 / 1	18 / 5	1 / —	2 / —	— / —	— / —	— / —	82 / 18
NUMBER OF JOB AGENTS	4	2	2	3	1	2	2	3	3	2	2	4	3	2	3	5	1	4	48
AVERAGE CASELOAD (End of Quarter)	57	15	40	27	24	31	25	37	37	49	20	59	35	50	43	27	20	37	36
SUCCESSFUL CLOSURES DURING QUARTER	1	—	2	2	4	2	—	20	—	16	3	52	12	22	15	—	—	—	151

G. March 1, 1972

A Division notice stating the Job Agent performance standards.

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State of California
Department of Human Resources Development
Job Training, Development and Placement Division

DIVISION NOTICE NO. 72-44 SP March 1, 1972

TO: All Office Managers

SUBJECT: Job Agent Performance Standards

1. At the request of Louis Johnson and HRD Line Administrators, the Employability and Placement Services Section has developed Job Agent Performance Standards that:

   a. Define the role of the Job Agent.

   b. Identify the client population to be served.

   c. Develop a measurable means of evaluating the Job Agent Program on a statewide basis.

2. The Standards contained in Attachment 1 were approved by HRD Line Administrators on December 2, 1971, and are in effect upon receipt of this notice.

3. To implement these standards, a systems approach to case load management and case work methodology has been developed into a Training Guide (Attachment 2). This training material is to be used by Assistant Managers, Client Development, to train their Job Agents. Training of all Job Agents is to be completed by March 15, 1972.

4. By May 15, 1972 Job Agents are expected to be performing at a minimum level delineated within the standards.

5. Retain this Division Notice until cancelled.

/s/ NORMAN BIACHER, DEPUTY DIRECTOR

Attach

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JOB AGENT CLIENT CRITERIA

A Job Agent works with unemployed and underemployed clients who have serious barriers which are preventing them from attaining economic sufficiency.

A Job Agent client will be an applicant who meets the State HRD criteria (refer to guidecard DE 4691 HRD), has registered with respective HRD office and head of household who has one or more of the following barriers to employment:

1. Low educational level.
2. Lack of job experience.
3. Health problems affecting employment or employability.
4. Non-English speaking.
5. Skills not in demand.
6. Arrest record and/or other legal restraints.
7. A member of minority group.
8. Unemployed a significant length of time and little prospects of securing employment unless provided intensive services.

In addition to meeting the HRD criteria, a Job Agent client must be employable or capable of being made employable through the services available to the Job Agent. This means that a Job Agent should not try to serve clients with a history of alcohol or drug problems; antisocial behavior; and/or denoted intellectual limitations, but should concentrate his efforts on these whom he has the skills and resources to serve.

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HANDOUT #1

JOB AGENT CLIENT CRITERIA

A Job Agent works with unemployed clients who have serious barriers which are preventing them from attaining economic sufficiency.

A Job Agent client will be an applicant who meets the State HRD criteria (refer to guidecard DE 4691 HRD), has registered with respective HRD office, and head of household who has one or more of the following barriers to employment:

BARRIERS	EXAMPLE
1. Low educational level:	Has 4th grade reading capacity, but less than 8th grade education level; High School dropout, without a G.E.D.
2. Lack of job experience:	Nonentry into labor market; history of unskilled work, e.g., dishwasher, car wash, etc.
3. Health problems affecting employment or employability:	Can no longer work at his trade or skill because of health reasons, e.g., allergies to solutions; reactions to materials; physical limitations, etc.
4. Non-English speaking:	May have skills and is employable, but cannot communicate with or understand written and verbal English instructions.
5. Skills not in demand:	Skills have been replaced by automation; excess labor market, etc.
6. Arrest record and/or other legal restraints:	Misdemeanor and/or felony convictions; parolee; pending court actions; legal suits, etc.
7. Member of minority group:	Define by agency standard.
8. Veteran:	Discharged member of the Armed Services who has one or more of hereto mentioned barriers in this appendix.
9. Unemployed a significant length of time and little prospects of securing employment unless provided intensive services:	No source of taxable income; pension; investments, etc., to support self or family.

In addition to meeting the HRD criteria, a Job Agent client must be employable or capable of being made employable through the services available to the Job Agent. This means that a Job Agent should not try to serve clients with a history of alcohol or drug problems, antisocial behavior, and/or denoted intellectual limitation but should concentrate his efforts on those whom he has the skills and resources to serve.

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EVALUATION

Job Agents will be evaluated periodically [illegible] to: (1) facilitate movement of cases toward employment, (2) determine performance level of individual Job Agents, (3) ascertain the status of the Job Agent program statewide.

ACTIVITIES AND OBJECTIVES

1. Ability to use casework processes to effectively utilize the machinery and resources of the centers, other public and private agencies, organizations and employers on behalf of casework clients.
2. Ability to achieve production goals, which require that each Job Agent obtain employment for a minimum of 75 clients from his caseload each year, 40 successful closures of 18 months continuous employment each year and maintain a minimum active caseload of 65.

H. May 1972

A speech by the Regional Manpower Administrator, U.S. Department of Labor, criticizing performance of the Department.

HUMAN RESOURCES
HRD
DEVELOPMENT
SPECIAL REPORT
May 15
1972

'And Here We Are, Ten Years Later'

By Floyd E. Edwards

Regional Manpower Administration

Region IX, San Francisco

> The following speech, delivered to senior officials of JTD&P Division during a recent management conference, deserves wider circulation because of the importance of the subject and the frankness with which it is treated.
>
> – Sig Hansen, Director

This speech will be rather critical in tone. The criticism is directed toward both the Federal and the State components of our partnership. When I say "we" I am talking about both of us.

Ordinarily, at functions like this, someone in my position pats you on the back, tells you what a great job you are doing, and encourages you to keep up the excellent work.

Not today. My observation is that the Federal-State employment service system has diminished in effectiveness during the last few years to such a degree that we face possible extinction. For several years we have lived in a comfortable world of abstract theories, prognostications, and cliches, with our heads in the sand, refusing to see what is happening all around us. While we philosophized and theorized about our manpower activities, the public has grown more and more disenchanted with us. And so has the Congress. Most important of all, so has the very group of people we are most concerned about - the disadvantaged. One and all are saying to us that we have talked enough. It is time to start getting people into jobs.

It is no secret that the public employment service system has gotten off the track. We are prepared to admit it now, and do something about it. We have to get ourselves redirected and get on with the job ahead. You folks are the only ones who can do it, and the time to begin is now.

As a collection of individuals, the people in this room manage some 15 percent of the nationwide employment service system. That margin is more than enough to swing the balance one way or the other, toward success or toward failure. In the ES world it is very true that as California goes, so goes the nation.

This meeting is undoubtedly the most important one ever held in the history of the California agency. The times are critical, and the winds of change are blowing loudly. It is imperative that we establish exactly where we are going and how we will get there. If we fail - if you people leave this conference with anything short of a burning fervor to get things moving again - the result may well be the demise of the public employment service system.

There are two things I want to emphasize at the outset. First, you managers on the firing line are the only ones who can turn the tide. Not your superiors in Sacramento and certainly not the Feds. Second, if the tide isn't turned it will be more your fault than anyone else's. You have a clear-cut mandate, from Mr. Hansen, from me, from Mr. Lovell, and from the Congress. We are going to give you total support, even to the point of getting out of your way to let you manage, and isn't that a radical new way of doing things?

For the first time in many years we plan to put ES responsibility where it belongs, on the shoulders of the field managers. The only string attached is that of accountability. It is impossible to delegate responsibility without delegating accountability.

Don't worry about us big-shots getting off scot-free, however. If we fail to get it all together again, each of us may well find ourselves conducting firsthand studies of the plight of the unemployed.

What is it that has focused the spotlight on us? Why are the times so critical? What are we doing wrong, and how can we set it straight? Just how do we come to find ourselves at this proverbial crossroads?

Bear with me as I turn the calendar back a few years and flip through the pages from then to now. The answers will emerge if you listen carefully.

Thirty-nine years ago, in 1933, the public employment service was created by the Wagner-Peyser Act. It was given a simple mission, to serve both workers and employers by getting people in jobs. An easily understood task and one not too difficult to implement. In fact, we performed it well for many years.

For the next three decades life was simple, unsophisticated and bereft of perplexing social issues. We operated our labor exchange program and placed millions and millions of people in jobs.

Then, in the late fifties, the sky fell in on us in the form of a technological revolution. Most of you can remember the thousands of unemployed who descended on the local offices in the late fifties saying they were replaced by machines. In agriculture, in industry, and in business this was literally true. Almost overnight, or at least it seemed that way at the time, our long-standing policy of matching the man and the job was no longer adequate. Our application files were swollen with qualified and skilled persons, but the machines could do their work better and cheaper. What were we to do with them?

The solution seemed fairly simple. Retrain them. Throughout the nation there arose a hue and cry for retraining programs. ES people were as vocal as any, and they were right. Something had to be done.

Accordingly, in 1962 Congress passed the Manpower Development and Training Act. It gave us a new start. After thirty years of limiting ourselves to job matching, we had a new and additional mission. This was the first time the manpower program (such as it was back then) changed to meet the changing times. Boy, were we excited!

Shortly into the implementation of MDTA, however, it became obvious that we had miscalculated the need. We had been mostly concerned about skilled people whose skills had become obsolete. It turned out that these blue-collar and white-collar workers were not the hardest hit. They had enough education and savvy to merge into the changing economy, at least to a reasonably adequate degree.

The real problem was the unskilled worker, the manual laborer. The machines had done away with ditch-digging jobs forever. Millions of jobs that required only physical endurance disappeared from the labor market, and would never be back.

As more and more of these unskilled workers became unemployed, public and political sentiment was aroused. We began to invent names for them. First we called them the "displaced", then "deprived", then "disadvantaged".

Each of those words has a slightly different meaning. It is very interesting to observe the shift in thinking from one word to another.

We began with a mental image of the displaced as a strong, husky, muscular man with his shirt stripped off, with sweat on his back and a shovel in his hand. He was independent, proud, self-reliant.

We ended the transition in thinking with an entirely different image. The more our thinking shifted, the more patronizing we became. We gradually stopped talking about the manly John Smith who lost his job to a machine, and started talking about "those people" who, unlike us superior beings, need our help to ever amount to anything. We must reshape their thinking. We must motivate them. We must counsel them. We must make them like us.

While we still thought of the displaced as the displaced, we adjusted MDTA to concentrate on them rather than the white and blue collared. We set about to train them in a skill, since a skill was necessary to compete in the labor market. It was sound thinking, and constituted the second time manpower policy shifted to meet changing needs.

Then unfortunately, as we began to think up new cliches and names, we got carried away with our own rhetoric, and this is where we went wrong.

The proliferation of new manpower programs which followed MDTA were all good and were all sorely needed. The deficiencies that exist today are not in our programs, but in our way of interpreting the programs to the problem.

Today, ten years after MDTA was born, we are some ten times larger than we were then. But somewhere along the way, we forgot that every single manpower program passed by Congress has a common objective with all the others, to enable the placing of the unemployed into jobs. Personally, I believe that our thinking first became cloudy when we lost the image of John Smith standing in the ditch with sweat on his back and a shovel in his hand. When he first lost that job he wasn't disadvantaged, he was simply unemployed. He did not want a hand-out, or even a hand-up, to use another of our newer cliches. He just wanted a job.

You know what? He is still there, and he still wants a job. Nothing more. That brings us to the topic of this particular discourse. Here we are, ten years later. What have we done with our programs?

If we honestly examine where we have come in these ten years, and where we are right now, we would have to admit that we lost sight of our objective somewhere along the way. I, for one, am ready to admit it and go on from here. I hope you are, toc.

We cannot escape the truth (and I emphasize truth, not theory) that today we are providing some type of "service" to hundreds of thousands of individuals, and that these "services" are not accomplishing much. The vast majority of the people we are "servicing" are still out of work. True, they are well-counseled, well-tested, fully assessed. They have been exposed to sympathetic manpower experts, usually even teams of experts. Many of them have been enrolled in some kind of manpower program. Some have been through several programs. But...they still do not have a job.

That being the case, exactly what have we accomplished? There are those who say that we have accomplished a great deal, that we have provided motivation and drive, that we have penetrated the individual's psyche and imparted to him a new self-image, that we have remolded the person and made him over, that we have created new and better people.

I say baloney. I say that if we have not found a job for John Smith we have done nothing.

I say that if we take a black kid off the streets of Watts, promise him the moon, and then drop him right back on the sidewalk six months or a year later, still without a job, it would have been far better for him if he never heard of us to begin with.

I say that we have gotten so carried away with our own bumbling, amateurish attempts to be sociologists, psychologists, and general all-round do-gooders that we have committed the greatest sin of all. We have stopped listening to the very people we are doing all the talking about.

Ten years ago John Smith lost his ditch-digging job and said to us, "I need a job".

Well and good. We have seen our manpower programs grow tenfold and our white, middle-classed social consciences aroused. What is John Smith saying today? Listen to him. He is saying, "I need a job".

That is all he needed at the beginning and that is all he needs now. His thinking didn't change. Ours did.

Not only did we stop listening to John Smith. We even stopped seeing him. He stopped being a live, warm, flesh and blood person, and became a class. Today instead of seeing John Smith, we see THE blacks, or THE Chicanos, or THE American Indians, or THE Appalachian hill-billy. We see THE DISADVANTAGED who need to be yanked up by their bootstraps to OUR exalted level. We must remake THEM.

Several months ago I embarked on a journey through the dark and lonely woods of manpower theory. The objective was to take a really close, open-minded look at the effectiveness of our many programs. It was obvious that something was wrong because our placement rate was so low. I buried myself under a mountain of evaluation reports and soon learned that they were not the answer. They were chock full of contradictions and opinion, not fact. Then I started looking at the legislative intent of our programs and the cold statistics of results.

That was when the truth first started to dawn, and it was a difficult truth to accept. The truth always is.

The truth is that we have not been in the job placement business for several years now. We have been in the manpower massaging business. We have not been devoting our energies to getting people a job; we have spent our time partaking of social theory. And all the while, our house has been burning down around us.

I will spare you from the statistics, except for one. Our job placements, if they continue their present rate of decrease, will be down to zero in two years. Ponder on that a while...and the logical consequences if we allow it to happen..

I honestly do not know another living soul who has a more abiding concern for the so-called disadvantaged than I. However, I have finally come to realize that it is not enough to be concerned for them. We must do something. I have talked to many of them in recent months and I have listened to them. It is surprising what one learns when he listens. What do they want? A decent life for themselves and their children. Translated into more specific terms, they want gainful employment, which in turn makes for education, housing, and all the other things that all of us in this room take for granted. The many John Smiths I have talked to told me they want a job. They also told me (1) that they are sick to death of all the talk and no action, and (2) that they are totally fed up with being treated as nonpersons.

There it is, our mandate, to get people into jobs. You are the ones to get us back on the right road. There is no one else.

I make only two promises to you. First, you can take my word for it that this is not another of the dozens of flash-in-the-pan priorities that you have seen so many of in recent years. It is genuine and it is permanent. We are, indeed, beginning to find ourselves in the manpower business. We do, indeed, finally have a manpower policy.

Second, I promise you that as managers you will have the opportunity to manage, with the least possible degree of bureaucratic interference. Sig Hansen makes the same promise.

APPENDIX K

HRD RESPONSE TO DRAFT REPORT

STATE OF CALIFORNIA—HUMAN RELATIONS AGENCY RONALD REAGAN, Governor

DEPARTMENT OF HUMAN RESOURCES DEVELOPMENT
SACRAMENTO 95814

January 24, 1973

REFER TO:

Mr. Bruce Ogden
Assembly Office of Research
Room 500
Library and Courts Building
Sacramento, California 95814

Dear Mr. Ogden:

JOB AGENT REPORT

Thank you for the opportunity of commenting on the draft of the Job Agent Report. The considerable research and effort that went into its preparation is reflective of the difficulty in assessing either the effectiveness of the "Job Agent" or, as your report suggests, the basic goal or objective of AB 1463 - improved manpower service to the disadvantaged. In our opinion, this report provides a basis for mutual discussion of what must be done to achieve this critical program objective. It is our firm conviction that achievement of the above objective is the basic issue upon which a study of this type must focus. As your report indicates the "Job Agent" concept is not an end in itself but rather was designed to facilitate achievement of this agreed upon program goal - improved manpower services to the disadvantaged.

As acknowledged at the Joint Interim Hearing in Los Angeles, October 22, 1972, on this subject:

"To this date, the Job Agent Program, has not been successful, in terms of getting signigicant numbers of disadvantaged people into jobs."

We, without reservation, endorse an exploration of the cause(s) for this lack of success. At the same time, however, we are not content to restrict ourselves to this evaluation concept of the Job Agent approach. Therefore, in addition to attempting to improve our utilization of Job Agents, we also are endeavoring to achieve the critical program objective of better serving the disadvantaged by consideration of other programatic and organizational approaches.

AB 1463, while focusing on the objective of meeting the needs of the disadvantaged, did not reject, repeal, or clarify provisions of the law mandating our other functions in the areas of Employment Service and Unemployment and Disability Insurance. We believe, based on our experience, that the manpower needs of the disadvantaged can best be met by this Department through administration of a balanced program which will serve the total community. This will include assisting employers in filling job vacancies, the job ready to find employment, welfare recipients to become self-sufficient and the economically disadvantaged and unemployed to become employable and find jobs. In this regard, we have undertaken a recent reorganization, and plans are now being developed for formulation of a new Manpower Department which will provide even a more coordinated and intensive means for meeting the needs of the disadvantaged as required by AB 1463.

We submit for your consideration the following attachments which relate to this subject:

1. A summary of the current reorganization of the Department of Human Resources Development.

2. A statement describing plans for creation of a new Manpower Department.

3. A statement identifying areas of disagreement with the Job Agent Report Draft.

4. Testimony of Niels H. Pedersen, Deputy Director, Department of Human Resources Development, at a Joint Interim Hearing Regarding Department of Human Resources Development in Los Angeles on October 27, 1972.

We respectfully request, as offered in your letter transmittal, that this respnse, which reflects our departmental position, and accompanying attachments be included in the appendix to the Job Agent Report.

Sincerely,

Eugene K. Lynch

EUGENE K. LYNCH
Chief Deputy Director

attachments (4)

cc: Earl Brian
Health and Welfare Agency

Sig Hansen

ATTACHMENT I

HRD REORGANIZATION

California has the largest labor force of any State in the nation. To better serve this vital labor force and the State's employers, the Department of Human Resources Development, which is the State agency charged with providing manpower services is undergoing a reorganization. The reorganization will consolidate into one organizational structure a number of special programs directed at specific segments of the work force. This organizational consolidation will provide needed flexibility to emphasize programs consonant with changing labor market conditions that will maximize placement of people in jobs. Service to all segments making up the labor force, including professionals, engineers, scientists technicians, skilled blue collar and clerical workers, Veterans, older workers, youth, minorities, and the disadvantaged, will be improved.

By serving the total community, the Department will assist employers in filling job vacancies, the job ready to find employment, welfare recipients to become self-sufficient, and the economically disadvantaged and unemployed to become employable and obtain jobs. The emphasis of the new organization is demonstrated by the fact that the Department has set for itself a minimum goal of 430,000 nonagricultural job placements for Fiscal Year 1973, a 35% increase over Fiscal Year 1972 accomplishments.

To assure that the new directions and basic objectives of the Department are achieved in an effective, efficient manner, the following basic organizational changes have been implemented:

- Job Training, Development and Placement, Unemployment Insurance, Disability Insurance, and Rural Manpower Services field operations have been combined into one division called the Division of Job Training, Development, Placement and Insurance Payments. To maximize services, where feasible, field offices will be combined into one-stop points to provide Employment Services, Unemployment Insurance, Disability Insurance, and Rural Manpower Services in one location with a single manager responsible for these services in the community. The supervisory structure above the field office manager has been changed to make District Supervisors and Area Administrators responsible for all offices and programs, excluding tax collection, within a specified geographic area. Consolidation will allow considerable cost reduction through elimination of overlap in many communities from factors such as three separate offices, each with a manager and overhead supportive staff.

- Staff program services in Central Office (Sacramento) have been combined into one organizational entity, called the Program Services Branch, eliminating excessive overlapping and duplicative functions. This combination will provide the Department with the capability to set clear-cut priorities, policies, program objectives and procedures. Reducing overhead cost by the elimination of overlapping and duplicative staff efforts, at the same time increasing support because of the greater flexibility in the use of support and technical competence.

- A single performance oriented evaluation group has been formed to provide an active control system for management's use to insure performance achievement.
- Formation of a separate division on the Operations Branch for Tax Collections which will provide for strengthening the functions involved in the collection of unemployment insurance, disability insurance and withheld personal income taxes.

The new organizational structure was implemented November 20, 1972, and field offices will be phased into the new full services concept during the remainder of this year and 1973.

Several benefits to the State will result from this reorganization. There will be significantly expanded job placement services to all segments of the labor force, and improved services to California employers.

The Department has already demonstrated considerable progress through its reorganization effort.

Program emphasis has changed, and for the first four months of the Fiscal Year July-October 1972, total nonagricultural and agricultural job placements were 174,845, a 24% increase over the same period a year ago.

Nonagricultural job openings received during July-October 1972, an indicator of employer use of HRD services, were reported at 256,096, an 11% increase over the same period a year ago.

The reorganization has enabled the Department to redirect the use of its scarce resources resulting in additional benefits. By allowing for the maximum combining in a community of separated, splintered operations, and reducing the need for duplicative management, clerical and field office support personnel, the Department during Fiscal Year 1973 will be able to redirect approximately 300 personnel to providing direct services to the public.

Restructuring the Department's program staff services will allow the redirection of an additional 100 personnel from headquarters program staff services to field office operations to further increase direct service to the public.

These actions will enable the Department to assure proper emphasis is given to:

- Serving the total community - the job ready as well as the disadvantaged.
- Improved job placement services to job seekers.
- Increased services to the employer community.
- Job programs for welfare recipients.
- A comprehensive Community Labor Market Information system to serve job seekers, employers, educational institutions and the public.
- Effective coordination between HRD and educational institutions.
- Proper control of operations, with measurable performance objectives.
- Uniform policy direction by having one top HRD spokesman in a community.

A State Manpower Plan

Contrary to the implications in the report draft, the department philosophy has not turned full circle back to a pure labor exchange. True, we have emphasized the need to get more people into meaningful jobs faster. True, we have emphasized the need to improve our services to employers. However, we are confident that these necessary steps will provide improved services not only to the job ready, but to the disadvantaged. And we have plans to further emphasize services to the disadvantaged.

On January 11, 1973, Governor Reagan in his State of The State message said:

> "A year ago, we urged that California come to grips with what has become a maze of governmental manpower programs.
>
> "Although our unemployment rate is lower than it has been for two and one half years too many potentially productive Californians are still jobless.
>
> "Reflecting the findings of our Manpower Policy Task Force, we propose:
>
> --A program to streamline job finding and placement services.
>
> --A system of greater incentives to create new jobs in the private sector. This will be geared to finding jobs for displaced workers with marketable skills and to helping the disabled and disadvantaged become employable through rehabilitation and training.
>
> "We do not propose pouring more tax funds into uncoordinated, ineffective programs. Instead, we want to consolidate all manpower vocational rehabilitation efforts in the Health and Welfare Agency into a single Department of Manpower--a department that will develop a comprehensive statewide program for effective coordination of existing state and federal projects."

This message culminated weeks of planning by the Health and Welfare Agency and Department representatives. The written objectives of the Department of Manpower will be to:

- Provide individualized goal-oriented services to the disadvantaged who need them;
- Provide more job placement and job development services to job-ready disabled people;
- Reach disabled people at the earliest possible time to provide individualized goal-oriented services to assist them to become employable;

- Emphasize placement of all job-ready people into employment;
- Increase accountability for placement in manpower development and training programs;
- Provide coordination to all public and private rehabilitation services;
- Obtain flexibility in the use of federal manpower funds;
- Emphasize and expand creation of new job opportunities;
- Further develop the Community Work Experience Program for welfare recipients;
- Implement statewide the Employables Program to assist welfare recipients into employment;
- Develop improved measures of program performance;
- Eliminate duplication in manpower services;
- Establish Community Manpower Centers which will be responsive to community needs;
- Provide Job Information Units in all Community Manpower Centers.

Of particular significance in this proposal is the concept of community manpower centers and the effort to obtain flexibility in the use of federal funds.

Community Manpower Centers will be established to emphasize placement and employability services to the total community, including the disadvantaged, minorities and the physically and mentally disabled. Local job information will be provided in each Community Manpower Center to enable many of those who are job-ready to assist themselves. This will also allow more time and resources for those who need help or training to become employed.

There is also a dire need to have flexibility to use resources where it is needed and the need to shift these resources as conditions change. Under our present funding, we are appropriated by program areas and obligated to spend in designated areas. Funds cannot be diverted from an ineffective program to more effective programs.

We are planning to make a concerted effort at the federal level for back funding or decategorization of funds to give us the flexibility to use the funds where needed.

We think the concept of AB 1463 will be strengthened if we are successful in our efforts. It will provide improved and increased service to the disadvantaged - a primary goal that the frames of 1463 envisaged.

ATTACHMENT III

Areas of Disagreement With Job Agent Report Draft

There are some misrepresentations stated in the opening pages of the draft report and repeated throughout the report which could cause a significant misunderstanding of misinterpretation to anyone not thoroughly familiar with the provisions of AB 1463. In the third paragraph on page 9, it is stated that AB 1463 had two primary messages, the first being:

> "(1) the Department of Human Resources Development reconstituted from the Department of Employment, was to place first priority on serving the disadvantaged;..."

Again, on page 13, the report stated in the second paragraph:

> "In general, *AB 1463 required the department to reject its labor exchange role* and to make its primary tasks improving the employment potential of economically disadvantaged people and reducing barriers to employment in public and private job markets." (emphasis added)

This interpretation of AB 1463 implies that the State chose to reject the Wagner-Peyser Act which provides the basis for financing public employment offices throughout California under Title 3 of the Federal Social Security Act. The Wagner-Peyser Act, which provides for the "labor exchange" function of the Department, finances approximately two-thirds of the field staff involved in job development, employability development, and placement activities. Had it been the intent of the Legislature to redirect or, as stated in the report, "reject" the employment exchange functions under the Wagner-Peyser Act, then it would have been necessary to repeal provisions of State law which are codified under Section 2051, et seq., of the Unemployment Insurance Code which essentially states that the State agrees to participate in and be subject to the provisions of the Wagner-Peyser Act passed by Congress.

The above point, in our opinion, is extremely significant in that if the Legislature expected HRD to perform functions which in fact are nonsupportable by either specific provisions of AB 1463 or other provisions of law, then there is a major misunderstanding as to the intent of AB 1463. Because both the job agent and the other major provisions of AB 1463 were predicated upon the same basic concepts of delivery of manpower services, this interpretation of AB 1463 extends into and appears to be the foundation upon which the Job Agent Program is evaluated. However, we cannot agree with the report's inference that the Department failed to provide a supporting environment to job agents because it did not reject its "labor exchange role" and direct its resources on a priority basis to serving the disadvantaged. (Under the Wagner-Peyser Act, there are no priorities concerning services except that preference shall be accorded veterans.)

There is a second major misinterpretation of AB 1463. Returning to page 9 of the report, which tends to set the whole background and the subsequent tenor of the report, the second primary message of AB 1463 as interpreted by the authors of the report was:

> "(2) the elected officials of the state were to gain control of the Employment Service in California."

This certainly would give the casual reader the impression that AB 1463 gave the Department considerably more control over Federal programs than is actually the case and belies the circuitous journey and the many amendments which were adopted in order to secure passage of the bill. The report appears to accurately portray the history of the bill and even indicates that the final bill was a considerably different one than that originally submitted. However, the report appears to lose sight of this in the evaluation of the Job Agent Program and in later interpretations of the intent of AB 1463.

Some critics of the bill have held that AB 1463 was so "watered down" in an attempt to secure its passage that many of its basic provisions were virtually meaningless upon enactment. The chief issue not resolved during the legislative process was the one relating to State vs. Federal controls over manpower programs in California. In order to remove the threat of a Federal conformity issue, it was necessary to adopt language in AB 1463 that would nullify the provisions of State law wherever they conflicted with Federal law. Accordingly, where the report indicates that program emphasis has shifted from its initial dedication in serving the disadvantaged to one geared to serving other groups of unemployed persons, this recognizes the shift that in fact has occurred in Federal manpower policy over the past two years.

It may well be that in the initial implementation of AB 1463, HRD was able to broadly interpret the provisions of the Wagner-Peyser Act and the use of Federal monies in supporting placement efforts directed at the disadvantaged. However, this was more than likely a reflection of the fact that Federal policy at that time closely paralleled the intent of AB 1463. Since that time, there have been numerous shifts in the Federal policy to emphasize services to (1) Viet Nam veterans, (2) unemployed aerospace workers, and (3) welfare recipients. This has been further compounded by recent emphasis on increasing placements to the extent that it represents the top priority by DOL. Thus, the national mood as reflected by changes in DOL policy changed considerably from that which prevailed at the time HRD was being implemented.

Chapter I of the report contains an excellent summary of the State Federal conflict which prevailed throughout the passage of AB 1463 and continued during the implementation stages of HRD. On pages 16 and 17 of the report, there is a very pointed discussion of the problems of innovating with someone else's money. This certainly has to be recognized as a major weakness in AB 1463 since, with the exception of the State-funded Service Center Program, all of its programs were federally financed and remained within the purview and discretion of Federal agencies as they had been prior to enactment of AB 1463.

Although AB 1463 established a manpower development fund and set forth priorities concerning the use and allocation of these funds, it is recognized in the body of the report that the manpower development fund became nothing more than an accounting device since all the monies deposited in it were subject to the specific provisions of the appropriation bills and regulations governing the use of said appropriations.

Other than the Wagner-Peyser Act and its supporting appropriations, the other principal sources of manpower funds available to the Department are through the Manpower Development and Training Act and Title III of the Social Security Act (The Work Incentive Program). These programs are both federally controlled programs and the provisions of AB 1463 had virtually no impact whatsoever on these programs.

ATTACHMENT IV

TESTIMONY OF NIELS H. PEDERSEN
DEPUTY DIRECTOR, DEPARTMENT OF HUMAN RESOURCES DEVELOPMENT
AT A JOINT INTERIM HEARING
RE DEPARTMENT OF HUMAN RESOURCES DEVELOPMENT
IN LOS ANGELES ON OCTOBER 27, 1972

There are two points that I would like to make in my appearance before this Committee. They are:

1. To this date, the Job Agent Program has not been successful, in terms of getting significant numbers of disadvantaged people into jobs.

2. We have found through experience that we can best serve the disadvantaged through a balanced program. Our resources are limited, and we have found that concentrating these resources heavily in extensive services to the disadvantaged, has worked to the detriment of those we want to serve the most--the disadvantaged.

I would like to spend a few minutes in expanding on these points. With the implementation of the Human Resources Development Act of 1968 (AB 1463), major emphasis was shifted away from routine placement activities, to a flexible service program designed to provide employment opportunities to all, with heavy emphasis on the disadvantaged "hardcore unemployed." The administration of HRD enthusiastically supported the concepts expressed in AB 1463, and moved aggressively forward to implement its provisions as readily as possible. We still support these concepts, and are making every effort, at all levels within HRD, to implement them in a manner that will maximize meaningful job opportunities for the unemployed and underemployed, with continued emphasis on service to the disadvantaged.

Since the traditional role of the employment service officer was seriously affected by the newly-established priorities, a new approach was fashioned to meet AB 1463's requirement for the implementation of innovative methods of serving the disadvantaged. One such method was the creation of the position of Job Agent. The position is unique among California's civil service classifications because of the specified powers and responsibilities he has to deliver the totality of services necessary to train and place eligible persons in employment, with follow-up services to assure success on the job. The duties demand that the Job Agent develop and maintain the confidence of disadvantaged persons, employers, community organizations, other employees, and others contacted in the course of his work. In addition, he must be able to evaluate personal characteristics, physical capabilities, education, work background, aptitudes and interests of clients, and to interpret these factors in terms of their occupational significance.

We attempted to hire the most qualified people available to meet these demanding requirements. During the recruiting process emphasis was placed on the background of the individual, his ability to respond to ethnic problems, his knowledge of economically disadvantaged areas, and his ability to relate to the community he would serve.

The Department felt that in order to attract the kind of individual who would be able to perform this difficult and demanding job it was necessary to establish a salary commensurate with those responsibilities. We received heavy opposition from the State Personnel Board, employee organizations and other groups on the basis that the salary level was too high, and that the examination should be held on a promotional basis only. We prevailed, however, and succeeded in establishing the position at the second supervisory level in terms of salary, and in opening the examination to individuals not already employed by the State.

I should point out that at that time we felt that since the qualifications required for the position were of such a unique nature, and since it was being established at a high level, that only minimal training would be necessary. Since the Job Agents were to be innovative we saw little point in giving them the extensive training we would have given our employment service officers. They were, after all, being selected because they had the unique skills, knowledges and background we felt the job demanded.

Twenty-three hundred eleven (2311) applicants met the minimum qualifications and were interviewed. Of these, one hundred forty (140) were hired to serve in thirty-two (32) offices located in economically disadvantaged areas. Of the one hundred forty (140), eighty-five 85) percent were members of minority groups. (Present salary 928 - 1127).

Through no particular fault of the Departments, or of the Job Agents, the utilization of Job Agents as individuals who will help the disadvantaged, and particularly the seriously disadvantaged, get into meaningful jobs has not been successful. Average job placements per Job Agent during the first two years of the program was less than three per month. There are numerous documented cases where individual Job Agents went as long as three or four months without placing a single individual. We felt that much of this lack of success was due to getting started in new assignments, inconsistency in caseload size, some misconceptions by the Job Agents of their role, the high turnover rate among Job Agents, and the wide variations of services delivered to clients. Therefore, in mid-1971 the Department, recognizing that guidelines were inadequate, and that standards needed to be developed, did so. Job Agent standards were developed and implemented in September 1971.

We have felt the need to go further to ensure there is total understanding of our procedures and a training course has been developed and is scheduled to be given to all Job Agents starting next month and continuing through May of next year. I should point out that the administrative action we have taken thus far has resulted in improved production. Job Agent placements of their clients are now averaging five per month. We believe, however, that we have a long way to go before the Job Agent concept can be said to be cost effective in terms of disadvantaged people being placed in suitable jobs. The average number of job placements by individuals performing placement functions in all of the field offices in HRD is 30 placements per month per individual. This includes the placement accomplishments of Job Agents. Perhaps of even more importance is the fact that the average number of placements of disadvantaged individuals by all persons performing placement activities throughout HRD is seven per month per individual. While this figure is not conclusive, it clearly indicates that placement interviewers throughout HRD are currently more successful in finding jobs for disadvantaged individuals than Job Agents are themselves.

As you know, AB 1463 mandates the establishment of a form of compensation for Job Agents, based primarily on Job Agents' achievement in finding jobs for their clients. We endeavored to implement such a system of payment as another step to ensure Job Agents would be job placement conscious in their day-to-day approach to their assignments. When we brought our proposal to the Personnel Board earlier this year, it was vehemently opposed by the Job Agents Association, other employee organizations and, although approved by the State Personnel Board staff, it was disapproved by the State Personnel Board. Our proposal would have utilized anticipated salary increases and merit salary increases for Job Agents to finance the incentive pay system. This was the main basis of the Job Agents' opposition. We now feel that the compensation of Job Agents is at such a high base level that it will be extremely difficult, if not impossible, to implement a system of compensating Job Agents based on their performance.

As I indicated earlier, the Department moved forward aggressively and enthusiastically, in implementing AB 1463 and especially those provisions which mandated that we concentrate our resources and our energies in serving the disadvantaged. We believed that this was the right way to go and that such action would greatly alleviate the problems within the ghettos, the barrios and for poor people generally throughout California. Unfortunately, it just hasn't worked. Total job placements declined, the placement of disadvantaged fell drastically, employers were turned off and thousands of them who used our services almost exclusively, refused to do business with us any longer.

Our lack of success has caused the United States Congress and the Office of Manpower and Budget to doubt our effectiveness and they have initiated budget cuts. We have come to the realization that as an employment security agency a balanced approach is essential. Approximately six months ago we began to stress the job finding activities of our field offices. We began to woo employers, pointing out to them that we would provide them with qualified applicants. It was becoming increasingly evident that employers, because of the competitiveness of the labor market, could only afford to hire a proportionate number of minimally skilled job seekers. We directed our manpower training programs into job-oriented areas. Classroom training has been diminished and on-the-job training greatly increased. We began to think that it was better to provide one disadvantaged person with a job than it was to provide countless others with a tremendous amount of social services which often did not lead to employment.

Our efforts have been highly rewarding. Not only have total placements increased significantly and continuously over the last six months, but there has been an even greater increase in the placement of those job seekers who meet the disadvantaged criteria.

The Department of Human Resources Development remains dedicated to the provisions of AB 1463.

We interpret this Act as mandating us to find the ways and means of providing our disadvantaged citizens with the kinds of job placement services which will provide them greater opportunities.

We do not believe the Act intends us to function as a social service agency.

We do not feel that we have, in any sense of the word, turned away from the disadvantaged--WHAT WE HAVE DONE IS TURN TOWARD THEM.

We are trying to serve them with jobs--not with lip service.

7/74/500